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EXECUTIVE SUMMARY

This evaluation reviewed UNICEF's activities to improve children's well-being in Romania, funded under a \$1.09 million grant from USAID for the period 1993-95. This USAID grant (1993-1995) supported activities which evolved in response to identified needs and followed up selected projects initiated under a previous USAID grant (1991-1993). A third grant (1995-1997) supports continuation and expansion of many of the activities. The evaluation team sought to identify whether the objectives of the grant had been met, what lessons had been learned, what the major obstacles were, and what recommendations would be useful for the GOR, UNICEF and USAID.

An interdisciplinary evaluation team included two national professionals and two international professionals. Team members included Dr. Anna Muntanu, a member of the faculty of Social Work of the University of Timisoara, Dr. Emil Paun, Head of the Department of Psychology and Pedagogy of the University of Bucharest, Dr. Susi Kessler, former Senior Advisor at UNICEF who is now an independent consultant, and Mr. William Booth, an evaluator with long experience in carrying out evaluations of USAID-funded programmes. The team was supported by UNICEF Bucharest Programme Officers, Steliana Fumarel and Sylvia Pasti. The UNICEF Senior Programme Officer Stanislaw Czaplicki provided overall coordination for the evaluation. Briefing and guidance were provided by the UNICEF Special Representative in Bucharest, Maie Ayoub von Kohl and the USAID Mission director in Bucharest, Richard Hough.

Meetings, interviews and consultations were held with government authorities at the national and local level, international and national NGOs, media, teachers, school inspectors, social workers, university staff, researchers, medical doctors, administrators, nurses, parents, and children. Visits were made to schools, kindergartens, creches, residential facilities for children, training centers, clinics, hospitals, universities and families' homes in nine cities and over a dozen towns and villages. Collectively, the team spoke with more than 400 individuals. The evaluation was also viewed as an opportunity to build local capacity at many levels and to encourage wide participation in the evaluation process.

The objectives of the programme encompassed three categories:

Young Child Development -- to equip families with knowledge to protect and care for their children better, to strengthen the role of mid-level health and education and social service personnel in promoting family and child welfare, and to make policy-makers and the public more aware of and better informed about the health and development needs of children.

Strengthening Key Services -- to improve material and psychosocial well-being of children with special needs, in difficult circumstances or at risk for institutionalisation, to support activities in favor of handicapped and disabled children living with their families and to provide training which emphasises prevention of institutionalisation, deinstitutionalisation and practical case management to social workers and to the country.

Tutulary Authorities and the Commissions for the Protection of Minors

Studies and Coordination -- to ensure that Romanian leadership guides the efforts to improve settings for handicapped and institutionalised children and that donors collaborate effectively with one another and the Romanian authorities regarding child welfare, to support the Romanian Information Clearing House (RICH), collaboration with Romanian research institutes, and special surveys and studies

There were five programme components 1) young child development and family education for better child health and development, 2) social worker training, 3) integration of children with handicaps into the community, 4) strengthening of key services for children with special needs and at risk of institutionalisation, and 5) special studies and coordination Programme components included concepts and actions which were new and sometimes radically different from traditional Romanian approaches to caring for children

Major Findings, Conclusions and Recommendations

1 The USAID grant has provided a major impetus to UNICEF's longer term commitment to assisting the GOR during the transition period and has laid the foundation for the current UNICEF country programme Partnership between UNICEF and the National Committee for Child Protection (NCPC) was facilitated and additional UNICEF and other donor resources mobilised, as a result of the grant Projects addressed identified needs, were consistent with the GOR's reform objectives, and have been implemented in collaboration with an extensive array of governmental and non-governmental partners UNICEF has played a "bridging" role among the partners, bringing different sectors and ministries together for child welfare and protection Significant progress has been made towards meeting the objectives of the programme in the pilot areas The relevance and feasibility of the interventions for the Romanian context have been demonstrated The foundation for expansion throughout the country has been laid

Recommendation Officials and community leaders throughout the country should be further assisted to adopt and implement the innovations demonstrated by the AID supported programme Continued donor involvement is necessary to ensure widespread adoption of "best practices" and needed systems reforms Given the Romanian context of long isolation from developments in other countries and the slow pace of economic recovery, the overall time frame for transitional programme assistance in Romania needs to be reevaluated

2) Important changes in knowledge, attitudes and practices affecting the health, education and well-being of young children have occurred among authorities, professionals and parents There is now explicit recognition of the need to find alternatives to the institutionalisation of children with special needs Many successful demonstrations by NGOs and governmental agencies have been implemented The majority of institutions have decreased in size and have improved their physical conditions Important educational reforms have been initiated

However, systems changes are not universally evident yet. Adequate budget allocations for child welfare reforms are not widely available, and systematic family and community supports are not in place. In the past year, the number of children in state institutions has actually increased, presumably due to the declining economic conditions for large segments of the Romania population. There is widespread frustration among many donors and NGOs that little progress is being made despite substantial inputs and local changes. A National Plan of Action (NPA) for child welfare and protection has been adopted, but mechanisms for its implementation and budgetary allocations have not been established. Lack of interministerial collaboration remains a problem and responsibility for protection of children continues to be fragmented.

Recommendation Policy reform of the social sector should be accelerated. An overall assessment of selected experiences for child welfare in Romania should be made, involving government, major donors, internationals and NGOs, in order to identify successful models and major barriers. Results obtained and lessons learned should be brought to the attention of policy makers. New legislation needs to be monitored closely to identify gaps, conflicts, and constraints. Specific mechanisms for implementing the NPA should be developed.

3) Many authorities, professionals and citizens are working at the local level with energy, commitment and creativity to overcome constraints and find local solutions to problems. In the present political context, local-level actions appear to offer the greatest opportunity for achieving changes. The burgeoning civil society is highly receptive to technical assistance, practical demonstrations and new ideas and methods.

Recommendation Support to build an effective civil society should be intensified. The capacity of local NGOs and citizens' groups for advocacy and for service delivery should be expanded. Additional motivated and receptive individuals and groups need to be recruited at the local level to participate in sustaining and expanding the programmes.

4) The scope of programme activities is extensive both in the types of interventions and in geographical distribution. The activities are designed to be complementary and mutually reinforcing, but adequate mechanisms that draw on and maximize the interrelations have not been developed.

Recommendation Functional linkages and mechanisms for interaction and coordination among the programme components must be developed. This is a priority before geographic expansion of the project activities.

5) The potential for informing and influencing people through mass media is great, but so far it has been only minimally mobilised for the programme

Recommendation The use of mass media to promote programme activities, change attitudes and convey information should be greatly intensified Print and TV journalists need be trained, air time on local and national stations secured, and video production and dissemination encouraged

6) UNICEF plays a major role in mobilising international and national institutions for children in Romania Joint activities and studies have been undertaken with UNDP, WHO, UNESCO and USAID/Romania Relations have been close with the Romanian Committee for Child Protection (NCPC)

Recommendation The government should reinforce the NCPC NCPC and UNICEF should institute a regular mechanism for review of issues and proposed policy reforms in order to accelerate systems reform in favor of children Participation of other donors could be encouraged

7) The programme component in Early Childhood Development and Family Education encourages a more holistic development of the young child Parents are increasingly involved in the education process of their children So are the community and local leaders as well as the private sector A national curriculum based on the programme was adopted and has already spread to almost half the country's kindergartens Parent centres are also being established The project has encouraged and supported the network of kindergarten directors, teachers and inspectors and is helping to sustain and strengthen the well-developed system of preschool education in Romania By building on an existing system and adapting a model to the Romanian context, the programme is being readily accepted Prospects for longer-term sustainability look good

Recommendation This approach should be extended to creches, village kindergartens, primary schools and communities with minorities Additional informational materials should be developed and exchanges facilitated The preschool programme should receive core budgetary allocations, beyond salaries, from the Ministry of Education

8) Social work has taken root and will continue in Romania The profession is gaining recognition within the Ministries There is increased collaboration among universities, NGOs and local government Social work centers are being established Practical training and field placements are beginning to complement the theoretical curriculum at the universities

Recommendation Training in social work supervision is imperative Curriculum development should be adapted to the Romanian context and focused on specific social issues impacting families Resource centres should be established at universities Social work training and practice need to be linked with other efforts in education and health to effect necessary systems change Parents need to be educated regarding social issues which influence family life in Romania

9) Project activities focused on children with handicaps are making steady progress, despite deep-seated prejudice towards the handicapped and Romania's past policy of separating children with special needs Different approaches to integration are being demonstrated The new Law on Education calls for handicapped children to attend normal schools and those who attend special schools to be evaluated by a new Pedagogic Commission before institutional placement to ensure that educational potential and community integration are maximised

Recommendation A university programme in special education should be developed and training of all teachers intensified Support services for children must be enhanced to sustain successful integration

10) Project activities to prevent and reverse institutionalisation of children by supporting families in crisis and by providing other alternatives are breaking new ground but also facing many constraints Encouraging steps have been taken to change the attitudes and practices of the Tutelary Authorities and members of the county Commissions for the Protection of Minors However, new approaches have not yet been integrated into the fabric of the local communities The needed coordination and supports, including a network of effective social workers, emergency funds for families, foster care placement possibilities, community aids, etc are not yet in place Existent resources are not adequately mobilised The NCPC has been a partner but limited resources have constrained its involvement

Recommendation Broader participation in the effort to prevent institutionalisation by local leaders and groups and community members should be sought Steps should be taken to enhance linkages with existing government agencies, churches, NGOs, professional associations and citizen organisations Coordination at the national level with government agencies, mechanisms to facilitate interaction and communication among all related programme activities (social work training, family education, strengthening of key services, etc) should be urgently developed so that components can assist and reinforce one another Higher political support to the NCPC should be given

11) The role of the NCPC has been compromised by controversies regarding its role and mandate

Recommendation Consensus should be reached regarding the responsibilities of the NCPC for policy development, coordination and implementation

Summary of Lessons Learned

- 1 The changes required by the transition in Romania have been more radical than anticipated. Adequate time must be allowed to make the necessary modifications and to reallocate or develop the needed material and human resources.
- 2 Because Romanian professionals and decision-makers have been isolated for many years, pilot projects may play a greater role in Romania than in other parts of the world. Models adapted to the local context and particular needs demonstrate the feasibility of certain approaches. Exposure to practices in other countries can also convey new ideas and methods. Given the high level of education among the population, adaptations are easily made when coupled with the motivation to make the changes.
- 3 Although continued advocacy directed to those groups or leaders who resist reform is needed, greater emphasis should be given by donors to identifying and backing those individuals and institutions which are committed to and working toward change for families and children. Such a strategy presupposes increased collaboration with grassroots, non-governmental and private groups as well as selected government programmes.
- 4) Using a consistent group of consultants for the life of the project, as was done in Romania, is an effective strategy.
- 5) Collaborative projects are facilitated at the outset if partners clarify roles, responsibilities and lines of authority as well as establish collaborative mechanisms for communication and decision-making.
- 6) Projects will meet their objectives and facilitate broader systemic change only when they understand the local system and build on it.

LESSONS LEARNED

The following lessons learned, from the programme experience in Romania, have potential application for projects in other countries where the objective is to introduce new ideas and concepts and, by demonstrating their utility, to influence change in attitudes, values and behaviours

1 In Romania, and Eastern Europe generally, the required changes have been more radical and are having greater social and economic consequences than anticipated. Attitude and behaviour changes, legislative reforms, institutional restructuring, and financial reallocations are all needed for the change process. The time frame required for successful assistance to "transitional programmes" should be reviewed and estimated in light of these complex requirements and current experience. Adequate time must be allowed to make the required modifications and to reallocate or develop the needed material and human resources. If the time frame for a project is too short to accommodate each of the critical steps, it is unlikely that the activity can be sustained.

2 Because Romanian professionals and decision-makers have been isolated for many years, pilot projects may play a greater role in Romania than in other parts of the world. Models adapted to the local context and particular needs can demonstrate the feasibility of certain approaches. The exposure of selected individuals to practices in other countries can also convey new ideas and indicate how they might be implemented. Demonstrations offer practical orientation to interventions and provide a needed balance to highly theoretical training programmes. Because the level of education in the population is high, models are readily grasped. When coupled with the motivation to make the changes, appropriate modifications are easily made. Emphasis needs to be placed on local information exchange through visits, workshops, and conferences of Romanian professionals working in these projects.

3 Although continued advocacy directed to those groups or leaders who resist reform is needed, greater emphasis should be given by donors to identifying and backing those individuals and institutions which are committed to and working toward change for families and children. Not only are the chances of success greater, but their influence is likely to be strengthened by donor support. Such a strategy implies increased collaboration with grassroots, non-governmental, and private groups as well as selected government programmes. Over time, successful changes may create more public demand for reform and influence those who are initially more resistant to the changes.

4 Using a consistent group of consultants for the life of the project, as was done in Romania, is an effective strategy. Not only do the consultants build a sense of history with the project, they also build relationships with project participants, a factor essential in working successfully in many cultures.

5 Collaborative projects are facilitated at the outset if partners discuss and clarify roles and responsibilities, lines of authority and mechanisms for decision-making, establish a structure for communication, and put in place the collaborative systems necessary to ensure project achievement and impact

6 Better understanding of the local system than donor groups normally obtain would facilitate more effective work in a country Where systems existed, professional cadres are present and education, including higher education, is widespread Although government processes, local community expectations, and indigenous ways of getting things done can appear inefficient and confusing, these patterns usually have deep roots and their own internal logic Projects will meet their objectives and facilitate broader systemic change only when they build on a local system that is understood

MAJOR FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

1) Grant as Catalyst

The USAID grant has provided a major impetus to UNICEF's longer term commitment to assisting the Government of Romania (GOR) during the transition period and has laid the foundation for the current UNICEF country programme. The grant funds were used as seed money and were instrumental in catalyzing additional resources and facilitating the partnership between UNICEF and the Romanian Committee for Child Protection, which was set up in 1992, partly in response to UNICEF's advocacy and technical assistance. UNICEF and other donor money strengthened the USAID-funded actions. Projects established with the USAID/Romania grant reflect major identified needs and are consonant with the GOR's reform objectives. The projects are being implemented in collaboration with an extensive array of governmental and non-governmental partners. This has given UNICEF national credibility as an advocate for children. UNICEF's readiness to play a partnership role and to respond flexibly to expressed needs were widely acknowledged by all interviewed. UNICEF has often been able to play a "bridging" role among partners, bringing different sectors or ministries to work together. For example, the interministerial teams created to facilitate integration of handicapped children into the normal school system have introduced a new way of operating in the country. Particularly close collaboration with UNESCO has taken place in the programme to integrate handicapped children into schools and into the community.

- **Recommendation**
Continued donor involvement for a number of years will be important to ensure that a critical mass is obtained for widespread adoption of the "best practices" and for achieving needed systems reforms. The overall time frame for transitional programme assistance in Romania needs to be reevaluated and adjusted. Given the Romanian context of long isolation from developments in other countries and the slower pace of economic recovery, an assistance time frame of 10 to 15 years seems to be realistic.

2) Changes in Attitudes and Changes in Systems

Important changes in knowledge, attitudes and some practices affecting the health, education and well-being of young children have occurred among authorities, professionals and parents. There were many indications from the people interviewed that "changes in mentality" have occurred regarding the best ways to respond to children's developmental and educational requirements, especially those with special needs. For example, there is now explicit recognition of the need to find alternatives to the institutionalisation of children with special needs. Many successful demonstrations by NGOs and governmental agencies have been carried out. Many of the institutions for children have been reduced in size (i.e., favoring smaller numbers of children in each institution). Institutions have seen improvements in their physical conditions, thanks both to the contributions of humanitarian assistance, some local support and small increases in

government budgets. New categories of personnel are being trained.

However, systems changes are not generally evident yet. Although reforms are being studied, attempted or planned and some legislation to enable the reform process has been enacted, the necessary budgetary allocations are not widely available. Too little progress has been made to provide systemic family and community supports to implement wide-scale solutions. The past year has witnessed an increase in numbers of children in state institutions, presumably related to the declining economic conditions for large segments of the Romanian population. Programmes have too often remained islands of experience or success without adequate linkages or mechanisms to draw them into a common framework or system or into development as policy. This has prevented them from having wider influence on services. It has also led to a widespread frustration among many donors and NGOs that little progress is being made despite substantial inputs and local changes. A National Plan of Action (NPA) for child welfare and protection has been adopted, but mechanisms for its implementation and budgetary allocations have not yet been designated.

- **Recommendation**

An overall assessment of selected experiences for child welfare in Romania should be made, involving government, major donors, internationals and NGOs, in order to identify successful models and major barriers. Results obtained and lessons learned should be used to engage top-level policy makers to change policy. Successful models need to be brought to the attention of legislators, Ministers and Deputy Ministers. New legislation needs to be monitored closely to identify gaps, conflicts, and implementation constraints.

3) Local-Level Action

At the local level, including the county, municipality and commune, many authorities, professionals and citizens can be seen to be working with energy, commitment, and creativity to overcome constraints and find local solutions to problems. Actions range from the creation of indigenous NGOs to mobilising local resources for kindergartens to forging new local partnerships and alliances. In the present political context, local-level actions appear to offer the greatest opportunity for achieving changes. The support provided by the projects has been vital to encouraging and enabling the individuals and organisations as well as local authorities at district level who are highly motivated to find local ways of overcoming system constraints. The burgeoning civil society which is attempting to become an increasingly forceful advocate of change is highly receptive to technical assistance, experience exchanges and exposure to new ideas and methods.

- **Recommendation**

Support to build an effective civil society should be intensified. Increasing the capacity of local NGOs and citizens' groups and local level authorities to enhance their advocacy ability and expand their service delivery should be emphasised.

NGOs can become outreach agents, multipliers, and replicators, playing a large role in seeing that successful models “go to scale ” Additional outreach should be undertaken to identify the motivated and receptive individuals and groups at the local level with whom to work.

4) Linkages Among Programme Components

The scope of programme activities is extensive both in terms of interventions and geographical distribution. The activities are designed to be mutually reinforcing and complementary. Social worker training, for example, is intended to enhance the provision of key services to children at risk as well as the integration of the handicapped. Parent education through kindergartens can play a critical role in changing attitudes to children with special needs. While these interdependent features have been clearly articulated, project implementation has not yet developed adequate mechanisms to draw on or maximize the interrelations. There is insufficient communication and coordination between the activities of the projects to realise the potential benefits.

- **Recommendation**
Before further geographic extension of the project activities occurs, careful consideration is needed about how to consolidate and to develop the necessary mechanisms for interaction, coordination and functional linkages among components. Greater integration of activities in selected counties (judets) is recommended, with a special focus on developing the interactions among partners

5) Use of Media

The potential for informing and influencing people through mass media is great, given the high literacy, extensive access to radio and TV, and the substantial human resources for journalism, film making, etc., but so far this potential has been only minimally mobilised for the programme.

- **Recommendation**
The use of mass media to promote the programmes, change attitudes, and convey information should be greatly intensified. A training programme for print and TV journalists should be organized. Mobilisation of air time in national and local stations is called for. Video productions and their dissemination should be encouraged.

6) Coordination

UNICEF's role in bringing together and mobilising international and national institutions for children in Romania was noted by many of the people interviewed. UNICEF has wide contacts and exchanges information with many of the NGOs working with children in Romania. UNICEF maintains an 'open door' and NGOs as well as other partners consult with the staff and make use

of available documents. Joint activities and studies have been undertaken with UNDP, WHO and USAID/Romania and Romanian institutes and foundations. Cooperation with UNESCO has been particularly productive in the programmes for handicapped. Relations have been close with the Romanian Committee for Child Protection (NCPC), UNICEF's Romanian counterpart which shares its mandate to advance policy in favor of children. Staff of the NCPC indicated interest in meeting more frequently to jointly review issues, proposed solutions and policy directions.

- **Recommendation**
NCPC and UNICEF should institute a regular forum for review of issues and proposed policy reforms. Participation of other donors could be encouraged. A major objective would be to accelerate systems reform in the country in favor of children.

7) Early Childhood Development and Family Education

The programme component in Early Childhood Development and Family Education encourages a more holistic development of the young child, including affect, interaction, communication, and social responsibility. Parents are increasingly involved in the education process of their children and are better informed. A national curriculum based on the programme was adopted and has already spread to almost half the country's kindergartens. It has been enthusiastically received by the network of kindergarten personnel. Parent centres are also being developed by the network. While it is still too early to make a definitive judgement, it is likely that this approach will be reflected in how children and parents accept democratic values, develop respect for individuals and their differences, assume professional responsibilities and relate to other people.

The project has brought an infusion of encouragement and support to the network of kindergarten directors, teachers and inspectors and thus is helping to sustain and strengthen the well-developed system of preschool education in Romania. It is helping to prevent the collapse of a system which, although it has a long and valued tradition, is today in danger of crumbling as former sources of support are being withdrawn. By building on an existing system and adapting a model to the Romanian context, the transition is being made in a way which is readily accepted and bodes well for longer-term continued sustainability. Local and community resources are being successfully tapped, together with the provision of some project resources.

- **Recommendation**
This approach should be extended to creches, village kindergartens, primary schools and communities with minorities. Additional informational materials should be developed and exchanges facilitated. The preschool programme, which is a time when critical foundations for children's development are laid and when parents are receptive to involvement, should receive core budgetary allocations beyond salaries from the Ministry of Education rather than having to depend exclusively on local sponsorship.

8) Social Work

Social work has taken root and will continue in Romania. The profession is gaining recognition within the Ministries, such as MOE and MOLSP and MOH. There is increased collaboration among universities, NGOs and local government. Social work centers, funded and equipped by the UNICEF programme, are being established. The advantages of practical training and field placements, to enhance theoretical curriculum at the universities, are being recognized. The UNICEF-assisted project has focussed on linking theory and practice. Special workshops and training brought together university faculty and teachers and field workers. Project staff from other UNICEF-assisted projects were also included in this experience exchange. Close collaboration with Peace Corps social work programme and volunteers to promote practical aspects and linkages between services was established.

- **Recommendation**

Training in social work supervision is imperative. Curriculum development should be adapted to the Romanian context and focused on specific social issues impacting families. Resource centers should be established at universities to develop alternative approaches to child welfare and protection, to undertake research and data collection, and to articulate a code of conduct for social work practice applicable to Romania. Social work training and practice need to be linked with other efforts in education and health to effect necessary systemic change. Parents' groups need to be created and educated regarding social issues which impact family life in Romania.

9) Integration of Handicapped Children into the Community

In the context of Romania's past policy of separating children with special needs and continuing deep-rooted prejudice against the handicapped, project activities are making steady and sometimes "ice-breaking" progress. The pilots are demonstrating different approaches to integration. As a result of the programme, the new Law on Education calls for handicapped children to attend normal schools, and for those who attend special schools to be evaluated by a new psycho-pedagogic commission before institutional placement to make sure that educational potential and community integration are not overlooked.

- **Recommendation**

In addition to strengthening special education through the development of a university programme and intensified training of all teachers, support services for children must be enhanced if integration is to be successfully sustained. This includes access to counselling, to prostheses, to physical and speech therapy and to remedial teaching.

10) Strengthening Services for Families and Children at Risk

Project activities to prevent and reverse institutionalisation of children by supporting families in crisis and by providing other alternatives are breaking new ground but also facing many constraints. Encouraging steps have been taken to change the attitudes and practices of the Tutelary Authorities and members of the county Commissions for the Protection of Minors. However, new approaches have not yet been integrated into the fabric of the local communities. The needed coordination and supports, including a network of effective social workers, emergency funds for families, foster care placement possibilities, community aids, etc. are not yet in place. Existent resources are not adequately mobilised.

- **Recommendation** Broader participation in the effort to prevent institutionalisation by local leaders and groups and community members should be sought. Steps should be taken to enhance linkages with existing government agencies, churches, NGOs, professional associations and citizen organisations. Coordination at the national level with government agencies, mechanisms to facilitate interaction and communication among all related programme activities (social work training, family education, strengthening of key services, etc.) should be urgently developed so that components can assist and reinforce one another.

CHAPTER 1 - DESCRIPTION OF PROJECTS

Objectives

As stated in the grant document, the objectives of the programme were

Young Child Development

- Equip families with knowledge to protect and care for their children better
- Strengthen the role of mid-level health and social service personnel in promoting family and child welfare
- Make policy makers and the public more aware of and better informed about the health and development needs of children

Strengthening Key Services

- Improve material and psychosocial well-being of children with special needs, in difficult circumstances or at risk for institutionalisation
- Support activities in favor of handicapped and disabled children living with their families
- Provide training which emphasises deinstitutionalisation and practical case management to social workers and to the county Tutelary Authorities and the Commissions for the Protection of Minors

Studies and Coordination

- Ensure that Romanian leadership guides the efforts to improve settings for handicapped and institutionalised children and that donors collaborate in an effective manner with each other and the Romanian authorities in activities related to child welfare
- Support the Romanian Information Clearing House (RICH), collaboration with Romanian research institutes, and special surveys and studies

Programme Components

The activities supported by the grant 1993-1995 were evaluated by this team in the context of both the previous programme and the planned future activities. Specifically areas of activity covered were

- 1) Young child development and family education for better child health and development
- 2) Social worker training
- 3) Integration of children with handicaps into the community
- 4) Strengthening of key services for children with special needs and at risk of institutionalisation
- 5) Coordination and Special Studies

CHAPTER 2 - BACKGROUND TO PROJECTS

The evaluation covered UNICEF's activities, funded under a \$1.09 million grant from USAID for the period 1993 to 1995, to improve children's well-being in Romania. The grant encompassed interventions for educating families and the community about child health and development, strengthening services for children with special needs, and coordination and special studies. It included the major portion of the activities of UNICEF's programme of collaboration with the Government of Romania during this period. Not included in the terms of reference for the present evaluation were the health components of UNICEF's programme centered on the strengthening of primary health care, immunization against Hepatitis B, and promotion of women's health and safe motherhood, components that were funded under a later grant.

The USAID funding to UNICEF has made possible a continuum of programme assistance over a six-year period (1990 - US\$2,000,000, 1993 - US\$1,086,300, US\$1,179,690, 1995 - US\$774,860). This has enabled UNICEF to become a valued and trusted partner of the Romanian Government in its child protection activities. The USAID grant for 1993-1995 supported activities which evolved in response to identified needs and followed up selected projects initiated under a previous USAID grant (1991-1993). Significant achievements of the first grant (1991-1993) included provision of emergency assistance to children in institutions, particularly pharmaceuticals and vaccines, assistance to the faltering immunisation programme, data collection and studies leading to the development of a comprehensive analysis of the situation of women and children in the country, assistance for the establishment of a National Committee for Child Protection (NCPC) and a Romanian National Committee on Adoption (CRA).

A third grant (1995-1997) supports continuation and expansion of many of the activities. Implementation of these activities will benefit from the recommendations of the present evaluation. The programme has already had guidance from a number of reviews. An internal UNICEF evaluation took place in 1994. In late 1994, a programme preparation and strategy development exercise laid the basis for UNICEF's overall five-year 1995-1999 planned cooperation. A GOR/UNICEF annual programme review in 1995 also made important suggestions for programme adjustment and implementation.

The grant funds were used to catalyse other programmes and were applied to complement the inputs of other donors and governmental and non-governmental agencies. Thus the grants have enabled UNICEF to work closely with six Ministries (Health, Education, Labor and Social Protection, Justice, Youth, and Foreign Affairs), four major universities in the country, dozens of international and national NGOs, WHO, UNESCO, UNDP, EU and a number of bilateral donors. The USAID funding prompted UNICEF's appointment of a special Representative to Romania, the establishment of a country office and in 1995, the initiation of a regular five-year UNICEF Programme with allocation of \$5 million of core UNICEF funds and authorisation to solicit an additional \$7.5 million in supplementary funds. The total funding of 5.04 million US dollars provided through the three USAID grants have been complemented by a total of 6.54 million US dollars mobilised by UNICEF from National Committees for UNICEF and other governments.

CHAPTER 3 - SOCIAL, ECONOMIC, AND POLITICAL BACKGROUND

The transition to a free-market economy in Romania has been difficult, and though signs of a strong and continuing recovery are clear, the benefits of this recovery have been unevenly distributed. As a result of the economic stabilization program required by the International Monetary Fund in 1993, inflation has fallen from a record 290.3% that year to projections of 25% in 1996 and 18% in 1997. Annual growth in the GDP is expected to be a steady 4.0%. Wage rates have risen much faster than inflation, resulting in an annual growth of 20% in real wages in 1995. Unemployment has fallen to 9% (The Economist Intelligence Unit, Country Report, Romania, 4th Quarter 1995, p 5-7).

In contrast to these positive indicators, real wages now stand at 60% of 1989 levels (although a high proportion of the real income of many families is undeclared). Pensioners and young married couples have been hit hardest by the transition-related recession and they continue to receive little state support. The transition has also widened the gap between urban and rural inhabitants. Although wages in the countryside are much lower than in towns, most rural inhabitants have access to cheaper food and generally live in better conditions. Unemployment has disproportionately affected the young and women. Those in the 20-29 age group account for 58% of the total unemployment, while women make up 55% of the jobless total (EIU, 4th Quarter 1995, p 17-19).

Austerity in the 1990s has had a severe impact on the population. Falls in the consumption of main foodstuffs, alongside the increase in ownership of durables (cars and most household electrical goods) suggests widening income disparities. There has been little change in the structure of household expenditure. Over half of the average family budget continues to be spent on food. A study published by the Institute for Quality of Life Research in 1995 showed that out of Romania's 7.9 million households, 700,000 are living below the absolute level of poverty, 1.8 million are living below the level of subsistence, 2.9 million are living below the level of a "decent living standard". Only 1.2% of the population said they earn enough to afford everything they want without effort, whereas 45.9% described themselves as "poor" (EIU, Country Profile, Romania, 1995-96, p 17).

The transition to the free-market economy has placed additional demands upon the social welfare system at a time in which government expenditures are being curtailed. To the challenge of institutionalized children has been added such social problems as unemployment, violence, domestic abuse and alcoholism. Responsibility for financial support to social service institutions is gradually being transferred from the national to the local governments which do not yet have the sufficient resources or budgetary control to provide the necessary support.

In addition to the current social problems, a pre-1989 pronatalist population policy forced women to have unwanted children or to resort to self-induced or very expensive black-market abortions. Mothers got a special bonus for having more than three children and penalties in the form of a celibacy tax were levied against those without children. Physicians could be fined for the deaths

of infants under one year of age in their care. Excessive injections of vitamins and tonics were given, using syringes and needles multiple times without sterilisation. This legacy has resulted in the worst maternal mortality rate and the second worst infant mortality rate in Europe, over 700 institutions housing about 100,000 abandoned and handicapped children, and over half of the pediatric AIDS cases reported in Europe.

GOR Action Taken to Improve Social Welfare

After 1989, the government placed a high priority on improving the harsh social conditions imposed by the Ceausescu regime. One of the first measures taken was to legalize abortion and use of contraceptives. This has had an immediate effect on lowering maternal mortality.

Since 1991, four public Colleges of Social Work have been established and the first classes graduated in 1994. In 1996, official recognition was granted for a two-year continuing education course in which social workers who graduated prior to 1989 can earn a BSW. An accredited nine-month training programme in social work skills will begin in Fall 1996 for government agents working in rural areas.

Child abandonment legislation was passed in 1993, providing standards and procedures by which children in care of the state medical and social institutions could be declared abandoned and, therefore, be entrusted to individual care. Implementation has been hampered by a lack of trained personnel and other resources at the local level and poor comprehension of the laws and mechanisms.

Although the GOR has developed plans and enacted legislation to allow for more decision-making and discretionary spending by local governments, implementation has been hampered by a lack of resources.

Romania is a signatory to the Convention on the Rights of the Child and of the World Summit Declaration. A report has been made to the UN Committee on Children's Rights.

A child allowance provides a modest amount of financial assistance to families regardless of income. The amount is doubled for all categories of handicapped children. Common opinion is that the amount of the allowance relative to inflation is not enough to be a significant factor in reducing economic reasons for child placement.

Implementation of income allowance for handicapped children has resulted in the care of such children in the home by a family member. The rate of pay is equivalent to that of a beginning social worker.

Improved legislation has been passed concerning benefits through the social insurance system, particularly for women who are working and have a child.

An allowance has been allocated for foster families or for persons or families under whose care a child is placed

A National Committee for the Protection of the Child was created to coordinate child protection programmes and develop national policy

A Romanian Committee on Adoption was created to ensure appropriate adoption procedures

Non-Governmental Organisations in Romania

Non-governmental organisations are a relatively new entity in Romania. Prior to the 1989 revolution, there were very few NGOs, many of these were suppressed and/or property was confiscated under communism. While there were individuals who participated in NGOs prior to WWII (i.e., YMCA), no organizational structures survived.

After the 1989 Revolution, the press coverage about the political changes and the plight of abandoned and orphaned children resulted in numerous foreign NGOs coming to Romania to provide humanitarian assistance and support to democratic movements. In some instances, these organizations have generated and/or contributed to the creation of local NGOs, sometimes providing material and financial assistance or providing opportunities for training and technical assistance. NGOs have, in some instances, begun to build relationships with the media.

Now, the GOR, especially at the local level, is starting to develop collaborative relationships with NGOs as a means of addressing the pressing social needs of communities. The government is beginning to acknowledge NGO accomplishments in benefits to the population and to incorporate their approaches to service delivery. In many instances, these innovative approaches to service delivery have been demonstrated by PVOs who have received funding from USAID/Romania. While not directly contracting for services with local NGOs, there is evidence that some local governments are providing in-kind support to NGO activities (e.g., facilities, salaries, and/or staff positions, food, medicine and petrol for vehicles). There has been concern expressed by local officials on how these services can be sustained when foreign assistance is terminated.

CHAPTER 4 - TERMS OF REFERENCE AND METHODOLOGY OF EVALUATION

The charge, as summarised by the USAID Mission Director in Bucharest, was to identify

- Whether the objectives had been met, noting particularly the measurable and verifiable indicators of impact,
- What lessons could be gleaned from the programme, particularly of strategic and operational interest,
- What the major obstacles were,
- Conclusions and recommendations which would be useful for the GOR, UNICEF, and USAID

Evaluation Team

The interdisciplinary evaluation team was composed of four evaluators, two national professionals and two international professionals. Team members included Dr Anna Muntanu, a member of the faculty of Social Work of the University of Timisoara, Dr Emil Paun, Head of the Department of Psychology and Pedagogy of the University of Bucharest, Dr Susi Kessler, former Senior Advisor at UNICEF who is now an independent consultant, and Mr William Booth, an evaluator with long experience in carrying out evaluations of USAID-funded programmes. The team was supported by UNICEF Bucharest Programme Officers, Steliana Fumarel and Sylvia Pasti, who were able to provide historical insight and help interpret the local context. UNICEF Senior Programme Officer Stanislaw Czaplicki provided overall coordination for the evaluation. Briefing and guidance were provided by the UNICEF Special Representative in Bucharest, Maie Ayoub von Kohl and the USAID Mission director in Bucharest, Richard Hough.

For the programme of field visits the team divided into two groups, each accompanied by an interpreter. Despite relative slowness of reform measures in Romania, the population has experienced profound socio-economic and political changes during the past five years. In assessing the impact of activities and the extent and depth of the change which has occurred, a solid understanding of the Romanian systems is necessary. An observer's conclusion regarding change is easily influenced by the perspective taken of "the glass half empty or half full". A mixed team of Romanian and international evaluators has been particularly valuable in giving an appropriate balance in this regard. Romanian team members were able to highlight the differences from the previous period while international team members emphasised donor expectations. The familiarity of the international evaluators with the Romanian context over the past five years was also helpful.

Documentation Review

As can be seen from the bibliography presented in Annex E, the UNICEF programme funded under the grant has been extensively documented, through situation analyses, reports of studies, case studies, programme reviews, a strategy statement, plans of operation, field reports, consultant reports, evaluation documents, etc. This rich documentation was carefully reviewed and provided a varied perspective regarding the conceptual framework of the programme, the situation in the country and how activities were implemented and monitored.

Interviews and Site Visits

Meetings and consultations were held in Bucharest with central-level authorities of the Ministries of Education, Labor and Social Protection, and Health, the National Committee for the Protection of Children, and international and national NGOs. Interviews with authorities and staff at the county level and local level included individuals from all the relevant ministries, Tutelary Authorities, and local committees for the protection of children. The team conducted interviews with teachers, school inspectors, social workers, university staff, researchers, doctors, administrators, nurses, parents, and children. Visits to institutions included schools, kindergartens, creches, residential facilities for children, training centers, clinics, hospitals, and universities. Home visits were also made to families. Collectively, the team spoke with more than 400 individuals, a list of whom is included in Annex D. The itinerary of the team included sites in Bucharest, Timisoara, Cluj, Iasi, Alexandria, Ploesti, Medias, Tirgu Mures, Suceava and a number of smaller towns and villages, such as Fananee, Bistrita, Marginea. The attached map in Annex C indicates the sites visited. Respondents were encouraged to comment on project constraints as well as accomplishments.

Evaluation Perspective

In addition to data gathering for assessment purposes, the evaluation was viewed as an opportunity to build local capacity at many levels and to encourage wide participation in the evaluation process. The usefulness and importance of evaluation as a planning tool and in making necessary programme modifications, particularly given the rapidly evolving environment in Romania today, was stressed. The evaluation was presented to all who were interviewed as an opportunity to review programmes, make corrections, learn from experience, and use findings for planning, and not as a judgemental exercise regarding “the rightness or wrongness” of how the activity was carried out. Romanians have traditionally viewed evaluation in this latter way, as an “examination” resulting in “grade on a report card,” and the perspective of evaluation as a learning tool was new.

Site visits by the evaluation teams were also used as opportunities to provide personnel encountered with support, reinforcement, encouragement for their work and to exchange information and ideas. During each meeting the objectives of the evaluation and principal findings were presented.

Debriefing meetings with USAID/Romania, UNICEF/Romania and with other donors provided an opportunity for the team to share insights gained from the large number of individuals and organisations consulted regarding facilitation of the change process

CHAPTER 5 - PROJECT COMPONENTS WITH CONCLUSIONS AND RECOMMENDATIONS

A TRAINING OF SOCIAL WORKERS, NURSES AND TRAINERS

Social Work

Four universities in Romania, namely Bucharest, Timisoara, Cluj and Iasi, have opened Departments of Social Work within the Faculty of Social Sciences since 1991 and are participating in the UNICEF-USAID/Romania-funded project. To quote a recent graduate from the University of Cluj, "Social work has taken root and will continue in Romania." Social Work is now beginning to gain recognition as a separate and serious discipline within Social Science Faculties. However, there continues to be a lack of understanding regarding its purpose and the ways it differs from other Social Sciences. In Ministries and by local authorities, health, social protection and educational institutions. Some members of other professions believe that its purpose is to provide a bureaucratic service within institutions while some segments of the general population still believe that "they should do something for us, give us something or solve our problems."

Due to the absence of social work training after 1968, the faculty members come from other disciplines and, for the most part, are not themselves trained social workers. The importance of field-placement as a practical means for students to gain social work experience is not always understood. Some people question whether or not social work requires university training, since there is such an urgent need for social workers and because university graduates often seek research jobs. This situation is further aggravated by the absence of skilled social work supervision in some of the field-placements. However, the Director of one field-placement site in Bucharest being operated by a foreign NGO, stated that "having student placements forces us to define what we are doing and why we are doing it so as to assure a viable learning experience for the students."

Social work is gaining recognition within Ministries, such as MOE and MOLSP. It is the first discipline to receive attention in the field of continuing education and is being innovative in providing accredited short-courses to meet specialized needs, such as those of rural populations. MOE has agreed to grant recognition to a two-year continuing-education programme at the University of Bucharest, which has been established to grant degrees to those who were educated prior to 1968, and to a nine-month social work training programme slated to begin in the Fall of 1996 at the University of Timisoara for a group presently providing services for land claims to rural populations. MOLSP has requested and received field-placement of students to assist with developing programmes aimed at policy and programme reform and has created new posts which recognize social work within the job-classification system. Although there are examples of policy reform at some levels, social work has yet to influence major policy reform or major systemic change in the field of child welfare. Posts and budgets need to be created.

There is increased collaboration among universities, NGOs and local government, which varies depending on the region and the institution. Universities work with local institutions, both governmental and non-governmental, for field-placement of students who are required to do six hours of field-placement per week during the academic year and two weeks post-exam.

Social work resource centers, funded and equipped by the UNICEF programme, have been or are being established in three of the four participating universities. The University of Timisoara has not been able to identify an adequate space for such a center. These centers, equipped with computers and video-equipment, are the source for such things as innovative programmes for high-school students and educators, video taping and critiquing of student interviews in Cluj, and research in Bucharest and workshops and seminars on social work theory and practice. A special agreement is being signed with the Peace Corps programme to provide a location for special faculty and student activities focusing on practicum training.

Curricula, course materials and supplementary reading materials continue to come from outside of Romania. Effort and resources have been expended to translate some of these materials into Romanian. While the words and terms translate linguistically, the concepts do not necessarily translate culturally. To date, neither a vocabulary nor a lexicon unique to the social work context in Romania has been developed. Case studies reflecting social problems and situations in Romania are badly needed.

Social workers who have participated in various training seminars under the project are beginning to apply an interdisciplinary approach to the conception, design and implementation of local projects. There are anecdotal reports among students and faculty that some students prefer field-placements and employment within the NGO sector because, it is claimed, supervision and material support are superior to that in government institutions. There are reports of social workers leaving posts due to stress and burn-out, and one former social worker was interviewed who is now working in the private sector. There are reports of social work graduates who have not found employment, but it was not possible to quantify this fact during the evaluation mission. In order to increase the number of supervisors, a two year course is being funded at the University of Bucharest to upgrade the skills of social workers who had graduated in 1968, working within the public or NGO structure. This new initiative constitutes a breakthrough towards "continuing education." It has been endorsed by both the Ministries of Education and Social Protection.

Nurses' Training

Nurses' training was also interrupted in Romania for twenty years. UNICEF has contributed to the organization of the national educational system for nurses with the goal of recognizing and upgrading the role of the nurses in Romania. The Nurse Training Project has emphasized the role of nurses in the community as an important support for parents in caring for their children. Nurses are a channel of information and persuasion for family education regarding community involvement and family planning.

Workshops were organized on family planning and community nursing, with expert material and technical support for the training of trainers. A national conference for nurses brought together 160 nurses from hospitals, polyclinics, dispensaries and schools in the 41 districts (judets) of the country. Students in nursing schools from all over the country also participated in the conference. The Romanian Nurses' Association has played a crucial role in the initiation and continuation of this effort. The project has also contributed to the design of the curricula used in the 41 nursing schools in Romania. The subject of professional ethics in nurses' training and practice was introduced for the first time.

Training of Trainers

In order to contribute to NGO capacity-building, UNICEF supported the local costs of a series of training courses, given by the Romania-based Opportunity Associates, for members of NGOs. The courses teach techniques of interactive processes, team building, communications skills and situation analysis. Trainees have now become trainers and have acted as facilitators in workshops organized as part of the Strengthening of Services for Families and Children at Risk Project, where they promoted interactive participation of workshop members and facilitated group dynamics. A national strategy for training of trainers in HIV/AIDS has been successful in raising awareness among health professionals and the general population regarding diagnosis, treatment and prevention.

Study Tours

UNICEF has provided university teachers of social work and their students the opportunity of visiting universities and schools in other countries, to attend short courses offered by researchers and specialists in the field, and to participate in international meetings and symposia. These experiences are helping the universities to broaden their understanding of social work systems and to serve as a resource for researching specific problems, priorities and solutions.

Conclusions

The transition has created a particular need for social worker interventions. Increasing poverty, lack of information by the population, and limited understanding of the new systems and the new economic and financial mechanisms underscore social work requirements. Social work training is largely theoretical at the university and more practical within the community, thus requiring a greater collaboration between the university and the community if social work as a profession is to develop. Both students and practitioners lack sufficient supervision. Cases are becoming more and more complex and demand both practical experience and better case management. The university and the community interact directly during the field-placement assignments. It is here that instructors and practitioners have the greatest impetus to collaborate in conjunction with government agencies and individual project managers.

Recommendations

Social work training directly influences social work practice and vice versa. Therefore, it is difficult and undesirable to separate the two. Recommendations concerning training will have substantial implications for practice, and new attitudes and strategies in social work practice must impact training. The following recommendations affect both training and practice.

- Training in social work supervision is imperative and would best be done through Training of Trainers to assure sustainability
- Curricula and materials development are required in such subject areas as assessment, case management, counselling, family and community social work practice, violence, alcoholism, delinquency and family planning (UNFPA). More Romanian content is necessary, together with the development of a common language and lexicon
- Resource centers should be established at universities to develop alternative approaches to child welfare and protection, to undertake research and data collection, and to articulate a code of conduct and ethical practice which will define professional criteria for social work in the Romanian context
- Mechanisms for information exchange and collaboration need to be developed among the universities themselves, between universities and the GOR (local and national), between practitioners and educators, among various social science and health disciplines, and with NGOs
- Social work training and practice need to be linked with other efforts in education and health in order to effect necessary systemic change. This cooperation should be theoretical (interdisciplinary curriculum planning) and practical (concerted advocacy on behalf of child welfare and protection)
- Parents' groups need to be created and educated regarding social issues which impact family life in Romania. Parents must be partners in all child welfare and protection strategies and in advocacy efforts aimed at systemic change
- Study tours provide students and professors with an opportunity to see firsthand and participate in activities which they can not yet experience in Romania. Support for these exchanges should be continued

B EARLY CHILDHOOD DEVELOPMENT AND EDUCATING FAMILIES AND THE COMMUNITY FOR IMPROVED CHILD HEALTH AND DEVELOPMENT

The overall objectives of this programme component were

- To equip families with the knowledge to protect and care for their children better and help them ensure that their children's needs are recognized and met
- To strengthen the role of mid-level health education and social service personnel in promoting family and child welfare
- To make policy makers and the public more aware of and better informed about the health and development needs of their children

Background

During the socialist period and particularly during the years of the Ceausescu regime, care and education of children were viewed as a state responsibility with parents and families assuming a secondary, largely custodial role. Policies relating to child development were implemented through state systems for health, education and welfare. Institutions were established for the care of children with special needs, including physical, mental and severe social handicaps. Parents were thus not called on to take major decisions or be deeply involved in their children's upbringing and education and lacked relevant knowledge and skills. Professionals, such as psychologists and social workers, who could assist families or provide links between families and institutions, were no longer recognized and their training was eliminated. The last class of social workers before the revolution graduated in 1968.

Teachers, health care personnel and other service providers were not oriented to giving young children adequate stimulation or to helping them develop skills for interpersonal communication, problem solving, or decision-making. Little attention was given to inspire the individual child's creativity, responsibility, emotional development or social interaction. Moreover, personnel were excluded from following advances in other countries regarding child development which stress more flexible and adaptive behavior and learning through play.

Preschool System

The child care and early education system in Romania is divided between creches (day-care centers for the 0-3 age group) under the responsibility of the Ministry of Health, and kindergartens (for children 3-7) under the responsibility of the Ministry of Education. There are 13,772 kindergartens serving 700,000 children 3-7 years old. Kindergartens are of three types: a half-day programme, an 'extended' full-day programme and a weekly (Monday to Friday) residential programme.

	½ day		extended		weekly		special education		case de copu-preschool	
	kindgtn	chldrn	kindgtn	chldrn	kindgtn	chldrn	kindgtn	chldrn	kindrgtn	chldrn
Urban	1952	195419	1167	141524	72	6402	35	6402	67	6046
Rural	9320	339809	123	4752	21	612	7	612	8	746
Total	11272	535228	1290	146276	93	7014	42	7014	75	6972

Although kindergartens are free, parents pay for the child's food in the extended and weekly programme. Creches emphasise medical protection of the child, while kindergartens prepare the child to enter the formal school system and have concentrated on acquisition of knowledge. The learning environment has tended to be rigid and the teacher's role one of transmitting information in an authoritarian manner. Parents had little or no involvement in the preschools. Kindergarten teachers, known as "educators," are graduates of the specialised high school "Scoala Normala," where they receive intensive four-year preparation for their jobs. The school inspectorate of each county is headed by an influential General Inspector who, together with preschool inspectors, plays a key role in supervising kindergarten directors, influencing allocation of local resources for the kindergartens and disseminating ideas and information through a well-structured programme of in-service training. Until recently preschools have been attended by approximately two-thirds of the children of the eligible age group. Teachers report decreased attendance in the past year, which they attribute to the closure of a number of preschools as well as to declining parental economic resources, making even transport to the school unaffordable for some families. In addition, with increasing female unemployment, more mothers are remaining at home with their children. In 1991, UNICEF initiated a pilot programme introducing a new approach to early childhood education in five establishments in five different districts of the country. This was subsequently extended to an additional five centers and under the present grant period, to ten more.

Activities supported by UNICEF under the USAID Grant

Implementation of a programme geared to a more holistic development of the child in 20 pilot kindergartens and encouragement of greater parental involvement in children's education through the establishment of parent resource centers.

Training of teachers, nurses and social workers in the new approach to early childhood development.

Development and dissemination of informational and learning materials on child health and development for parents and professionals.

ACHIEVEMENTS AND CONSTRAINTS

Pilot Schools and Effects on Children

Forty-five preschools were visited, including 6 of the 20 pilot centers (Bucharest #57 and #111, Alexandria #9, Ploest #40, Medias #3, Tirgu Mures #4) and some half dozen creches

In the pilot kindergartens visited, children were divided into groups of four to six. They played at various activity centers, which the children were free to choose according to their interest, and changed activities at periodic intervals. The teacher moved among the children, rather than sitting at the head of the class, encouraging, observing, solving problems or working with individual children according to their needs. As observers came into the room, children continued their activities. A number of parents were present, helping the teacher, or observing their own and other children. The atmosphere was lively and the children, though disciplined, seemed free and interested. Toys were taken from the shelves, then carefully returned in the orderly Romanian fashion. The children answered questions addressed to them without reticence.

Effects on Teachers, Inspectors, Parents

Teachers, inspectors and school directors conveyed their enthusiasm for the training they had received in the new curricula and expressed commitment to encourage children to be freer in their activities and in their relations with the teacher. They stressed their approval of encouraging more learning through play, rather than the more traditional "frontal" or directed learning. "The programme has energized us." "It allows us to be more responsive to each child's needs." "The programme has allowed me to know my children and my teachers." "I have much closer contact with the children." "I can detect their talents." "I can help with weaknesses." "It is good to see children exploring and learning by doing." "The children are learning how to choose." These were comments heard over and over. Teachers appear to have understood the main objectives of the programme, but the depth of their understanding and skill in the application of the principles varies greatly from individual to individual. Teachers have prepared the learning materials for the children since there is no national production of such materials. Additional in-service training focused on learning objectives is required. Pilot kindergartens, having attained a reputation among parents of being "good," were heavily solicited and fully subscribed.

Effects on Infrastructure

There is great variation in the material conditions (physical facilities, play and study equipment etc.) of the preschools, depending on the support provided by local authorities, enterprises, parents or foreign sponsors. In the past, many of the preschools were entirely supported by local enterprises for the benefit of its employees. Much of this support has now been withdrawn. In some instances, buildings used for schools have been reclaimed by the enterprises. The central budget covers only staff salaries, with all other expenses borne by the local administration or community. In the pilot kindergartens, the equipment provided through the project, including

photocopiers, projectors, videos, and educational toys, were everywhere in evidence and reported to be well used. Photocopiers, used to prepare booklets for parents, teacher guides and play and learning materials for children, were highlighted as being particularly useful by all teachers. Additional material contributions, such as furniture, TVs, and toys from the community, were noted. Teachers commented that the UNICEF supplies had a positive effect on stimulating additional contributions, since “people are more ready to give to something that is showing evidence of working well.” Individual directors and inspectors were successful in soliciting community contributions. Others, however, were unsure about how to mobilize the community for greater participation.

Educational Reform

The Ministry of Education has shown its commitment to the generalisation of the model elaborated in the project, including it in the overall educational reform. Based on the model, a new curriculum was adopted nationally. It stresses more holistic development of the child and emphasises the child’s personality. Social and emotional evolution and the encouragement of greater freedom of expression for the child, greater creativity by the teacher for local production of learning materials, stronger parent-teacher relationships, and greater flexibility in responding to children’s needs are also featured. The curriculum strives to achieve better preparation of children to become active participants in a democratic society. Though the curriculum has been adopted nationally and all teachers are aware of it, it is not yet fully applied in all schools.

The new 1995 Law on Education calls for an obligatory preschool year for all children, thereby affirming the importance of early childhood education. It also reestablishes kindergartens which were eliminated by enterprises. The experience of working with smaller groups of children has led to provision in the new law for reduced class size (maximum of 20). The legislative reforms provide an important necessary step for a strengthened educational system. However, without the requisite budgetary allocations by the government, the reforms will be empty platitudes.

There is little, if any, liaison between the kindergartens and the creches, even when they are housed in the same building. Nurses and assistant nurses who look after the children in the creches are occupied primarily in looking after the children’s physical needs and less in playing with them or stimulating their interaction with each other.

Dissemination Beyond Pilot Programmes

The approaches used in the 20 pilot centers are being spread throughout the kindergarten system through a network of formal and informal in-service training and informational exchanges. In many of the other kindergartens visited in six different counties, features and ideas of the pilots have been adopted and the new curriculum is being implemented. Local copies and innovative adaptations of the educational toys were found. Similar informational materials for parents and teachers had been prepared. The teaching guide developed for the project was used. The well-developed system of regular meetings of personnel at each level (inspectors, school directors,

teachers) and between counties, as well as a strong informal information network among staff of kindergartens is diffusing the messages. Pilot kindergartens are being visited by staff of other kindergartens who have heard about the programme. A group of 30 educational authorities and teachers from the Republic of Moldova visited pilot sites in anticipation of adapting the programme there. A central role in disseminating the project is played by the Director of Preschool Education in the Ministry of Education through her leadership and influence over personnel in the kindergarten system.

Parent Resource Centers

Parent Resource Centers in the pilot programmes are in different stages of development. Two models have been equipped through the project (furniture, video, copier, educational materials) and are being used for weekly meetings of parents. Resource people in the community have been invited to discuss issues (i.e. lawyers for legal problems regarding their children, counselors for family difficulties, family planning advisors, etc.). A number of schools have used considerable ingenuity to assemble local resources and designate existing space in the school as a parent center. In a number of instances, developmental information regarding the children is posted and parents are invited to discuss developmental assessments made by the teachers. Parent-teacher meetings, a new phenomenon in Romania, have been started in many of the kindergartens, and school directors report that most of the parents attend. Although general ideas of how to use the resource centers have been developed and are being implemented in an ad hoc way, none yet have a specific plan, objectives, or calendar of activities. Parents are beginning to have greater involvement in the kindergarten programmes, ranging from participation in the classroom as helpers and observers to more substantive discussions with the teacher about their children's development when they bring and pick them up each day. It is anticipated that the development of a participatory relationship to schools will also enhance parents' capacity to participate in all aspects of a democratic civil society.

Informational Print and Video Materials Developed

A training guide for preschool educators entitled "Guide to Early Childhood Education," was developed and disseminated to all kindergartens. It was clearly in evidence in all kindergartens visited. It is also being used in in-service training and in the Scoala Normala teacher-training programme, although not yet systematically.

Each pilot kindergarten is preparing informational pamphlets for parents on various subjects (such as listening to the child, child development, and the rights of the child) which are distributed at parent-teacher meetings and displayed in resource centers and in many of the classrooms. Booklets are photocopied using project-supplied equipment. Sample titles of the booklets are included in the Annex F. Teachers report that parents have shown keen interest in the materials although no systematic survey of their impact or of the numbers distributed has been undertaken yet. A comprehensive 'Healthy Family Notebook' still needs to be produced.

A Romanian adaptation of the UNICEF/WHO publication, "Facts for Life," has been produced and just published. It is being made available through numerous channels, including the parent centers.

A number of the pilot kindergartens have produced videos, using rented equipment, demonstrating how the pedagogical approaches are applied. Directors of schools have used these in their in-service training, and in some instances, lent them to other schools. Personnel at most sites commented on the value of such videos for their in-service training and hoped that more ready access to videos would be possible.

A four-part film on normal childhood development, from conception through the preschool years, has been prepared and is currently in final stages of editing. The film was reviewed by the evaluation team members. It is intended for viewing on national and local television by the general public as well as for use in training of various groups and in resource centers for parents. It presents information and advice in an attractive, interesting and sensitive manner, using a local context and visually appealing images of Romanian children interacting with parents and caregivers.

Quantitative Impact

Early Childhood Development	
Beneficiaries	
Children in Pilots	16,000
Children Indirectly Benefitting	120,000
Teachers	11,424
Medical Staff	509
Parents in Pilots	15,555
Parents Indirectly Benefitting	10,000
Community Members Involved	15,000

Recommendations

Extension

- Now that the relevance of the programme to the Romanian context has been demonstrated, implementation in village kindergartens and in communities with particularly disadvantaged minority populations should be carried out. In such communities, where the needs are the greatest and the resource base the smallest, further innovations will be needed.
- The pedagogic approach used in the programme should be formally introduced into the training programme of the Scoala Normala and become a part of the curriculum of the training of teachers. The pilot centers, where some students are already receiving practical field placements, should be systematically used as practical training sites for all students.

Technical Assistance to the Teacher Training Institute (Scoala Normala) on methodological questions pertaining to the programme would be useful to promote rapid assimilation of the new methodologies into the system. Discussions with a number of professors of the Scoala Normala indicated that there would be good receptivity.

- Additional linkage with the educational reform would be enhanced with trial introduction of the educational philosophy to a number of primary schools, together with a programme of development education, including elements of conflict resolution and tolerance of diversity, such as UNICEF has developed in a number of countries.
- The early childhood development programme (PETAS) should be adapted to be put into effect in the children's homes (leagans), for children 0-3, which are currently under the authority of the Ministry of Health and in all hospitals or maternities where children sometimes remain for many months while they await permanent placement.

Scope

- Continued in-service training through the regular channels of the kindergarten system and continued exchange visits should be emphasised to improve depth of understanding of early childhood development needs and to increase the skills of teachers in responding to them. Centers should be supported to film their programmes and produce videos for training at other sites. A practical guide with specific learning objectives on applying the new curriculum in the classroom should be developed. Fuller understanding of Child Rights should be encouraged.
- A review of the materials which have been developed at the local level should be undertaken to determine which should be disseminated more widely. Additional mechanisms of dissemination, such as a newsletter, should be considered.
- Kindergarten teachers should receive training in responding to the special needs of handicapped children in their classrooms, and attendance of handicapped children in the kindergartens should be encouraged.
- Health education should be introduced more systematically in the Early Childhood Development curriculum with the support of the Ministry of Health.
- More systematic programming of activities for parent resource centers should be encouraged and a few models offered. Focus groups of parents should be used. Additional mechanisms for outreach to parents in the community should be sought.

- Media involvement to publicize the programme and to convey information regarding child development needs and child rights should be greatly increased. Training programmes for TV and print journalists to encourage greater accuracy and depth in their reporting on these subjects should be supported. Solicitation of increased radio and TV time and elaboration of additional programmes on the subject, which will be of public interest, should be sought by government, non-governmental organisations and UNICEF. The film on early childhood development prepared under the project should be pre-tested by a number of focus groups, finalised and shown as widely as possible. A print version of the film should also be produced.

Finance and Budget

- The Ministry of Education must provide a core budget (beyond the salaries of personnel which are currently allocated) for the preschool programme, if the large disparities which now exist are to be eliminated and the new Law on Education respected. The core budget can then be supplemented by the local community. UNICEF and NGOs should advocate for such increased allocations by highlighting the strengths of the system, its benefits, and the incremental costs which will be incurred.
- Training in social mobilization (of local authorities, private enterprises, NGOs, parents) for kindergarten personnel and exchange of experiences pertaining to such Mobilisation should be encouraged. Informational materials, including guidelines and manuals should be prepared.
- A study of costs of kindergartens under different variables should be initiated.
- Local production of preschool equipment (furniture, educational toys, etc.) should be stimulated. Linkages to the relevant groups who are developing small enterprises should be made. Potential sources of support for such enterprises, such as special loans, tax advantages, revolving funds to initiate production, and contacts with local enterprises, need to be enhanced.

Early Child Care System

- Kindergartens and creches should be brought under a single system and mechanisms developed to ensure coordinated medical and educational staff inputs. The medical model currently used for creches does not adequately encompass the full spectrum of psycho-social-educational needs of the young child. A curriculum for nurses and assistant nurses should be developed and intensified training extended to all health personnel dealing with young children.
- A review by NCPC of legislation relating to child education, child health, and child protection should be undertaken to determine how the new laws conform to reform.

objectives, to identify contradictory elements, and explore how they could be more mutually supportive

Coordination

- The World Bank Programme for reform of pre-university education should monitor the preschool programme as it develops its training, upgrading and pedagogic revision for the primary grades to ensure that the approaches are harmonious and that the importance of preschool education is recognized (even if there is no direct financial support from the Bank loan) The UNICEF programme should initiate greater collaboration with the World Bank reform programme to facilitate greater exchange of ideas and experience This will be particularly critical if a proposed Bank-financed Early Childhood Development loan moves forward Kindergarten reform is not likely to be given public support if it is not explicitly recognized as an important element in overall educational reform
- Enhanced communication among staff involved in the various UNICEF-supported interrelated programmes for child development will benefit all programmes For example, the programme to promote services for children with special needs and to integrate children into the classroom and the community are likely to benefit greatly from the parental education and mobilisation, which can be provided through the Parent Centers Adequate stimulation of children with explicit attention to their developmental needs is likely to decrease the need for some children to be placed in long-term institutional care Greater geographical concentration of activities in the same or juxtaposed areas should be considered as expansion is planned, so that adequate mechanisms can be developed to focus interrelated activities on specific problems

C INTEGRATED EDUCATION OF HANDICAPPED CHILDREN

Background

Social protection policy in the country in the communist era emphasised separation rather than integration of children with special needs. Special services were to be provided through state institutions, where those children who were rehabilitable ("recuperable") were separated from those who were considered unrehabilitable ("irrecuperable"). It was believed that children with handicaps should be kept together in special environments, cared for by "defectologists" equipped to deal with children with "defects". This philosophy led to a large institutional network under three ministries: children under the age of three were placed in "leagans" of the Ministry of Health, older children with handicaps, in special schools under the Ministry of Education (estimated at some 50,000 in 1995), and those who were not considered to be rehabilitable, in homes under the Ministry of Labor and Social Protection. A State Secretariat for Handicapped was created in an effort to provide stronger coordination. However, in practice, there were many inadequacies. In the homes for the "irrecuperable," even children with normal intelligence did not receive schooling. There has been a dearth of services for families with children with special needs. Staff dealing with those children are not trained adequately to deal with them. Public attitudes and behavior were highly discriminatory to handicapped people and rejected handicapped children in normal schools. Although parents of handicapped children are eligible for some benefits--e.g., mothers who care for them at home receive a small stipend, and prostheses are theoretically free--these benefits are often difficult to access. The paucity of social workers, psychologists, special education teachers, guidance counselors, and rehabilitation specialists have made the lot of children with special needs particularly grim.

Objectives

- To enable children with physical and social handicaps to have access to greater opportunities for education and development and to lead more fruitful and socially integrated lives
- To achieve progressive transition towards an integrated education system for handicapped children within the framework of normal schools
- To eliminate discrimination against children with handicaps by students and teachers and change attitudes towards these children both in the school and in society
- To foster the integration of children with handicaps into schools by introducing integration into the kindergarten system
- To promote social integration of handicapped children in the workplace by developing integrated vocational training and placement opportunities

- To change attitudes of care-givers and to enact legislation necessary for children to participate in normal community activities

Activities Supported Under the Grant

In 1991, a UNICEF-UNESCO-supported national conference on "Education and Handicap," organized in Bucharest, concluded that the provision of special education in the country needed reform. Plans were made for pilot programmes to demonstrate the feasibility of various types of integration, which could become models for generalisation throughout the country. In cooperation with the Ministry of Education's Department of Special Education and UNESCO, projects started in 1992 in Cluj and Timisoara to build capacity, change attitudes and develop integration strategies that could be adopted nationally.

A large number of partners were enlisted to participate in the programme, including the State Secretariat for the Handicapped and its Inspectorate, the office of the Education Inspectorate, the Mayor's office, local kindergartens, schools and vocational training institutions, parent groups, NGOs and the university. A programme was established for cooperation between Romanian and West European universities (TEMPUS) on the reform of the training of special needs teachers and educational psychologists. A National Reference Group was set up under the Ministry of Education's Director for Special Education. In both pilot areas, interested representatives of the professions, authorities and local groups met to clarify needs and priorities. An intersectoral project team and an advisory group were set up for each pilot programme.

A National Network for information and cooperation concerning integration of handicapped children was created (RENINCO). The Network aims to promote the exchange of information and experience and to foster cooperation among all those bodies engaged in furthering the social and educational integration of children and young people with special needs. RENINCO developed a newsletter which was disseminated throughout the pilot counties.

Training activities on a new approach to the handicapped were inaugurated at the Universities of Cluj, Timisoara, Iasi and Bucharest, is part of a TEMPUS Programme to develop a university post-graduate programme. With technical assistance from the UK, curricula for special education were elaborated, study visits were conducted to relevant sites abroad, a cadre of trainers was trained, and school inspectors, school directors, and teachers participated in short-term training based on Special Education programmes developed by UNESCO. A Romanian version of UNESCO's manual, "Special Needs in the Classroom," was prepared and widely distributed. Selection criteria for identifying children to be included in the project were developed. In Timisoara, 112 children have been included, in Cluj, 140. Assessment instruments and a timetable were established for each child, questionnaires on attitude were designed and administered to teachers in ordinary and special schools. In Cluj, the focus was on early intervention in the kindergartens and on home tuition where school attendance was not possible.

ACHIEVEMENTS AND CONSTRAINTS

These observations are based on meetings with the project teams in Cluj and Timisoara, interviews with Ministry officials, the local school inspectorates, school directors, and teachers at the schools involved, visits to the schools where integration is proceeding and to special education schools, and discussions with parents and students. The team concluded that this project, which is considered "audacious given the Romanian context," is making steady and encouraging and sometimes "ice-breaking" headway. There is an important change in perception regarding handicapped children, although many constraints remain to be overcome. These include the lack of adequate human resources with necessary qualifications in special education, financial and material constraints, widespread prejudice against people with handicaps, resistance by teachers and parents in many instances, fears about jobs by personnel of the special schools, transportation shortages, insufficient support services for the children, such as speech therapists, physiotherapists, and psychologists, and outdated assessment procedures.

Teaching personnel in normal schools in the pilot areas are gradually accepting the idea of integrated education and beginning to promote its extension. Cooperation between special education teachers and those from normal schools is increasing. In a number of the "integrated" schools, special education teachers follow students who are integrated on a regular basis, providing support to the normal classroom teacher. In other schools, "itinerant teachers" provide such support. However, many teachers continue to express concerns about the extra burden imposed on them without additional pay. Teachers in the special schools usually receive a higher salary than normal teachers.

Parents of handicapped children who have been integrated express strong support for the approach, convinced by their children's positive experience. In Timisoara, for example, the pilot programme has been built around an initiative stimulated by parents' determination to find new options for their children.

A wide spectrum of approaches to "integration" is being used in the pilot projects. These include special classes in normal schools, intensified support to children in normal schools, part-time attendance in a normal school or kindergarten in preparation for more full-time attendance, establishing a class for children with severe motor handicaps, home teaching, cooperation with NGOs to provide special equipment or special services, allowing children from an institutional home to attend the regular school in the community, adding vocational programmes for handicapped to the regular vocational training, and cooperation between special and normal schools. The diversity of activities has been both an advantage and a handicap. Clearly, many options are possible but a common understanding of the term "integration" is harder to achieve and many demands are made on personnel and resources.

Interchange between the various activities supported by UNICEF under the different project components, despite their close interdependence, and opportunities for mutual reinforcement have not been adequately used. The objectives of the projects on Family Education Strengthening

Services for Families and Children at Risk, Integration of Handicapped Children, and Training of Nurses and Social Workers are intimately interrelated. Activities carried out under each component can benefit the others. For example, the objectives of the early childhood development programme in kindergartens can be used as a model to develop more flexible classroom approaches and curricula for children with special needs.

As a result of the pilots, the Ministry of Education is showing considerable commitment to educational integration as a part of the educational reform. A new Law on Education stipulates that handicapped children can attend normal schools and that all handicapped children are to receive education. These provisions are highly significant and remove an important barrier to integration. The commitment and support of central and local authorities bodes well for project sustainability. In Cluj, the county school inspectorate has added budget and provided additional jobs for special education.

The new Law on Education also calls for a new Pedagogic Commission to evaluate handicapped children and make recommendations regarding their needs and abilities before placement in special schools. In the past, this task was solely in the hands of a medical commission, which did not adequately take into consideration the educational needs of the child.

Visits to programmes in other countries played an important part in helping to change attitudes to special education. The involvement and support for special education in the academic community and the assistance provided by the TEMPUS Programme's European educational exchanges have been major benefits.

The pilot programmes have succeeded in assembling highly committed, energetic, interdisciplinary teams, including government staff and NGOs. The competent, dynamic and committed leadership of the programme at the central level as well as at the pilot sites has been of major importance in stimulating the teamwork and assuring good management, thus garnering enthusiasm and acceptance for the programme.

A new law, which provides tax advantages to industries which employ handicapped for at least three percent of their employees, is helping to create new employment possibilities for the handicapped.

Recommendations

- Initial teacher training, in-service training for both regular and special teachers, and provision of information to parents should be intensified. Teachers in normal schools should be prepared to absorb handicapped students, so that special education becomes the concern of every teacher. Training in networking, coordination and communication would be particularly useful. Each pilot site should develop a training plan.
- A university post-graduate programme in Special Education should be developed.

Specialists are needed to train and supervise teachers, formulate curricula and advise on development of the programme. A curriculum is being formulated as part of the TEMPUS programme with four western European Universities

- Mass media should promote integrated education and foster better understanding of how integration can be achieved. The results obtained should be widely disseminated to other schools and to the public. Audio-visual materials should be prepared. Relevant materials from other countries, such as TV programmes, should be assembled and adapted.
- A resource centre providing information on special education for teaching staff and for use by trainers and other personnel should be developed at each university with links to the RENINCO network.
- Steps need to be taken to facilitate greater interaction and communication among all components of the UNICEF programme. "Family Education" should be closely linked to "Integration of Children with Handicaps" and "Strengthening Services for Families and Children At Risk". A bulletin presenting interrelated UNICEF-supported projects would facilitate ongoing communication among the projects.
- Support services for successful integration should be strengthened. If children are integrated prematurely, before adequate social services or assistance for special needs (such as speech therapy, provision of prostheses, psychological counseling, transportation, etc.) can be given, the children may suffer and the entire effort may be rejected or retarded. Money for core support services should be available through the national system. Non-governmental organisations, parents and local philanthropy can complement the government resources. Discussions with the World Bank should be held to determine how Special Education requirements could be assisted through the education loan.
- Pilot programmes to demonstrate employment possibilities, such as sheltered workshops, should be established.
- UNICEF assistance, procedures to provide assistance or special benefits to handicapped children should be reviewed and streamlined to make them more accessible to the population. For example, it should not be necessary to require annual reclassification before certain handicapped children can obtain allowances.
- Information exchange through the RENINCO network should be enlarged. Study tours to other countries and to institutions in Romania where positive experiences are occurring should be encouraged.
- At least two to four more pilot areas should be established during the next year.

D STRENGTHENING SERVICES FOR FAMILIES AND CHILDREN AT RISK

The overall objectives of this programme component were

- to prevent institutionalization of children in families at risk,
- to prevent child abandonment in maternities and hospitals,
- to deinstitutionalise children by re-integrating them into their biological family, a foster family, or an adoptive family,
- to identify alternatives to institutionalization of abandoned children and identify available services
- to encourage/facilitate integration of services for child protection

Background

The transition to a market economy has increased the risk of children being placed in institutions by families who experience economic difficulty. Some parents may believe that the mere provision of food, as is done in institutions, solves the problem of their child's existence. Lack of education about child development and about the importance of a loving family in that development is compounded by a belief, nurtured under communism, that a child belongs to the state, which has a duty to provide protection for children in need. One result is an increasing number of families who are seeking assistance for their children in institutions.

Sometimes families or mothers who place their children intend to take the child back home once the crisis is over. But statistics of orphanages show these cases to be very rare. Perhaps only one percent of the children put into temporary care in an institution actually return to their homes. Separation diminishes ties between the family and the child.

Placement of children in institutions is under the aegis of a county-level Commission for the Protection of Minors. According to a senior official of the Ministry of Education, more than 30,000 children have been placed in residential units for young children and more than 50,000 are in special schools for handicapped children. When children in residential care reach the age of 18, there is no support system to facilitate their social re-integration. The lack of proper stimulation, love and socialization in institutions has resulted in an increasing number of children who are misdiagnosed as mentally retarded.

Social and economic changes in Romania have also given rise to a broader range of complex issues which afflict families and require creative and focused social services. These issues include violence to women and children, delinquency and alcoholism.

Activities Supported by UNICEF Under the USAID Grant

In six pilot areas (Timisoara, Cluj, Iasi, Bucharest-Sectors 1, 5 and 6), UNICEF has initiated activities to strengthen key services for children and to improve the ability of personnel to provide appropriate assistance to families. A "project manager," selected from among staff working with the Tutelary Authorities, coordinates project activities in each site.

Training which emphasises deinstitutionalisation has been provided to social workers, and training of trainers has been started. Wider use has been made of existing services for children and families, and new services have been created in cooperation with NGOs working in the same geographical area. The mass media has been engaged to educate local communities about the advantages of deinstitutionalisation.

UNICEF organised three training workshops for representatives from the Tutelary Authorities and the Commissions for the Protection of Minors. These entities are responsible for finding community-based solutions for family problems or, when such solutions cannot be found in the community, for placing the child in an institution or foster care. In 1994, 70 participants attended the workshop, in 1995, there were 30 participants, and in 1996, another 30 participants. Thus a total of 130 participants have undergone training. The aim of the training was to make the participants aware of the importance of the family. During the third workshop, the participants designed their own projects in accordance with the conditions present in the communities they were representing. These designs became the basis for UNICEF project support.

UNICEF also provided technical assistance and equipment. Computers, printers, a copier and a fax machine were furnished for every project. In addition, a car was made available for the Timis project and office furniture was provided for the projects in Iasi and Bucharest (Sector 6).

Project Data Strengthening Services for Families and Children in Especially Difficult Circumstances

Project name and location	Date/ Start	Number of project staff*	Counterparts	Objectives	Beneficiaries families/ children	Type of service
Support to families in crisis to avoid abandonment and institutionalization (Cluj)	June 1995	2 + 1	Tutelary Authority Minors' Protection Commission P C N CNPC	Prevent institutionalization	25/32	Counseling Cash support Foster Care Adoption
The chance of having a family for children without social support (Timisoara)	June 1995	9 + 1	Eight institutions in Timis county County Council Tutelary Authority Minors' Protection Commission School inspectorate	Integration of institutionalized children in families	92/101	Family counseling
A family for our children (Iasi)	May 1995	3 + 1	Iasi Mayor's Office Tutelary Authority Minors' Protection Commission	Prevent institutionalization Deinstitutionalise Placement with family (biological foster adoptive)	202/231	Counseling
Promotion of child and family rights by creating necessary conditions for children to remain with their families (Bucharest Sector 5)	April 1995	5 + 1	Minors' Protection Commission Mayor's Office Tutelary Authority CNPC	Prevent institutionalization Deinstitutionalise Placement with family (biological foster adoptive) Research to identify children's problems	303/497	Counseling Material support Cash support Foster Care Adoption
Strengthen social services for children and families (Bucharest Sector 6)	May 1995	5 + 1	Mayor's Office Tutelary Authority Minors' Protection Commission NGO CNPC	Prevent institutionalization Deinstitutionalise Placement with family (biological foster adoptive)	11/29	Counseling Cash support Foster Care Adoption

*staff = social worker + project manager

ACHIEVEMENTS AND CONSTRAINTS

The basic approach of "Strengthening Services for Families and Children at Risk" appears to be solid and is beginning to show results despite many constraints. Concerted efforts by UNICEF staff, consultants, project managers, social workers, local government agencies, NGOs and institutional staff are having some initial success in the re-integration of children and sometimes in the prevention of placement. Prevention efforts would be enhanced if linked to other UNICEF projects particularly family education and social work training.

Although support to families in crisis is a logical alternative to institutionalisation of children, the current legislation, the economic system, the existing services and the general mentality are not yet sufficiently amenable to this new idea. Since project managers and staff are breaking new ground, they require continued support and encouragement in order to maintain commitment to this vision.

Project Organisation

Staff at all project locations confirmed the need for strengthened support of families in the present socio-economic conditions. Project success has varied from one location to another due, in large part, to the availability and level of commitment of individual project managers. Many of them have other responsibilities which involve a multitude of tasks.

Communication between project management and staff (social workers) could be improved. Project managers do not always involve the staff in the development of work procedures and project policies or in evaluation. The prevailing concept of good leadership is that staff should be told what to do rather than encouraged to participate. Communication between UNICEF and project managers occurs through work visits. Periodically, there is reporting by the project managers to UNICEF on changes in the structure of the project staff, changes in the work methods, or problems encountered by the project. However, mechanisms for wide sharing of this information with other projects are still lacking.

Links with the community and with the beneficiaries (families and children served) are not yet adequately defined. More should be done to enlist beneficiaries as potential partners rather than passive recipients. Local community resources (churches, universities, NGOs, private businesses, mass media) have not yet been sufficiently identified and mobilised.

Recommendations

- Clear job descriptions for project managers need to be developed.
- Training courses for project managers should be provided in such areas as communication, networking, conflict resolution, fund raising, monitoring and evaluation, and advocacy and lobbying.

- Beneficiaries must be educated about ways to get actively involved in identifying solutions for their own situation

Service Delivery

The quality of services provided as alternatives to institutionalization varies from one project to another. Social workers are not yet fully experienced in the range of possible interventions to help with the problems encountered. Partnership between social workers and families needs to be strengthened. Social workers have little backing to deal with the complexity of the families' situations. Standard guidelines for certain types of problems have not yet been developed. As a result, the manner of intervention is left to the discretion of unsupervised staff. Supervision, team meetings, case conferencing, and a community support network would help social workers overcome their confusion and develop alternative strategies and focus on prevention.

While there are no conclusive statistics, it is known anecdotally that a large number of children in placements come from families who live in rural areas, where there are, at present, no social work services available. Resources such as transport, which would allow social workers from institutions in urban centers to provide services to rural areas, are not readily available. In September of this year, the University of Timisoara will begin to offer a nine-month training programme in social work, recognized by the MOL, to workers from rural areas. This urban-rural dichotomy continues to require urgent attention as one means to deter the placement of children in institutions.

Counselling is often the only method of intervention offered to a family and is interpreted to mean giving advice. Counselling courses offered to students of social work as part of their training tend to be theoretical and do not provide the necessary opportunities for students to gain practical experience in counselling techniques. At the University of Cluj, however, social work students now use the video equipment provided by UNICEF to practice counselling techniques by recording interviews and critiquing them in class as a method to hone their intervention strategies.

When service delivery is good, people will come to expect such services and will learn how to ask for them. Then they must also come to understand that they should share in the responsibility of designing such services.

Recommendations

- Social workers require more training in a variety of intervention strategies and in networking
- Common approaches and guidelines should be articulated on how to handle specific types of problems particularly those related to child and family protection issues

- A system for regular field supervision and for the training of trainers is needed
- Regular (weekly) meetings of project staff would facilitate the exchange of information and mutual support in solving problems
- Existing community resources (government agencies, NGOs, churches, private businesses, mass media) need to be identified and mobilised
- Project staff should be given additional orientation regarding the job descriptions

Human Resources

The evaluation team noted the commitment and enthusiasm of project staff and the level of success that is being achieved, given the complexity of the issues and the available resources. In addition to UNICEF's Romania staff, there is regular periodic support from two external consultants and one expatriate staff person who lives in Romania. All three have extensive experience with children in institutions in Romania. They provide UNICEF staff and project staff with technical assistance, training and planning support.

Project staff need better understanding about their job descriptions. A full complement of social workers has yet to be hired, but lack of posts and budget pose constraints. Some of the people who have been trained for the project have left, while others who are currently employed have not yet been trained. There continue to be instances in which the role of the social worker is not understood. Greater collaboration between Social Work Faculty at the universities and project service personnel would benefit the practical training social work students receive.

There is not yet widespread use of volunteers or NGOs, which is not surprising, given the present difficult economic times and the communist legacy of obligatory volunteerism. But this is an area which as it develops will provide additional human resources to the various project components.

Recommendations

- Social work students require training in counselling, project management, development of funding proposals
- Training in identifying family problems and child protection should be made available to all persons associated with the projects (e.g., staff in maternities, orphanages, children's homes, representatives of the media)
- Undergraduate students in social work, required to do field placement, could be one source of volunteer assistance
- Suggestions from NCPC for strengthening social services in each county should be further

examined. Activities under the UNICEF programme should be carefully reviewed to determine how these efforts could reinforce each other.

- Existing professional associations, such as the Speech Therapists Association, could be involved in project work in order to provide expert help as required.

Financial Resources

A "Cost-Benefit of Child Protection Systems in Romania Study" (see Studies and Coordination Page 48) is being carried out jointly by MOH, USAID/Romania and UNICEF, in collaboration with USAID-funded NGOs. The results are expected to be published later this year. Preliminary data indicate that the cost of maintaining a child in an institution far surpasses that of keeping the child in the family with some essential support.

Among some Romanian authorities and personnel, UNICEF is perceived primarily as a source of supplies and financing. Material needs are sometimes emphasized to the detriment of the project goals. Although issues of financial and other material resources remain of paramount importance, awareness of other essential factors needs to be enhanced.

Recommendations

- Projects need better coordination with government structures that can provide financial, housing, employment and other assistance. In Cluj this cooperation with the government has been effective.
- Relations with non-governmental organisations and with the private business sector require further development.
- Project staff require fund-raising skills to enable them to mobilise local support.

Information Resources

Computer equipment has been provided to each project location and a data collection programme developed and installed for efficient monitoring of project achievements and tracking of individual cases. Utilization of the system at present is in initial stages in all locations. The project in Iasi seems to have made good progress in entering data regularly, keeping it up to date, and using it on a regular basis. A coherent and comprehensive system is still being developed to summarize the numbers of beneficiaries served, the types of services rendered, and the successes, failures and obstacles encountered in the service delivery.

Information about the projects and about the general problems of families and children are only beginning to be disseminated to all those associated with the projects and to all potential participants in the projects. In Cluj, two types of booklets have been developed: one for institutions, and one for the people served by the project. A poster and brochure prepared by Sector Six in Bucharest are being used nationally throughout the programme. Sector Six also participates in a regular radio programme concerned with children's issues.

The mass media have begun to be involved in the process of community education. Although cooperation between project staff and the media is good in all the projects, media representatives have not yet evolved a vision of the role of the family. A component for the training of media representatives, included in the project, has not yet been implemented.

There is still a general lack of understanding about the value and uses of information, both as a means of building commitment to a project and as a planning tool. Project success is likely to be improved as adequate case studies are developed and used effectively. Better record keeping will facilitate successful replication of the project.

Recommendations

- Project staff require additional computer training as well as more detailed instructions on the UNICEF data collection programme.
- A monthly bulletin should be published, edited by a different project each time, that might include articles written by parents themselves or by others who describe the experience of parents with child placement and reintegration in the family.
- Training of media representatives in the evolving vision of the child and the role of the family should be initiated.

Community Relations

Cooperation with local government agencies concerned with and responsible for the placement of children (CPM and the Tutelary Authority) occurs regularly and is one of the cornerstones of this project. Additional efforts are required to strengthen collaboration with other government agencies which could provide additional support, such as employment or housing, to allow for the development of alternative strategies to keep children within the family. The support of universities, churches, the NGO sector, and various community networks has not been developed.

Recommendations

- Meetings should be organized between various representatives of the community and the project managers
- All child welfare projects, both governmental and non-governmental, in the community should be coordinated for more effective use of existing resources
- Community networks need to be set up in support of families at risk
- Meetings at various levels should review the work of the diagnosis and screening commissions, the Commissions for the Protection of Minors, and the education assessment commissions

Sustainability

The basis for long-term sustainability of the project lies in the following training, capacity building, institutional strengthening, public education and systems change. While the foundation for sustainability is in place, it remains fragile. There is beginning to be evidence of attitudinal change, and in some cases behavioral change, but it is not yet widespread. Additional training and resources are required to build on successes to date and to address increasingly complex issues to assure that these changes become the norm.

There are two locations (Timis and Sector 5 of Bucharest) where the project staff and the local authorities involved definitely stated that the project would continue, with or without UNICEF support. There has also been development of a parents' school in Bucharest (Sector Five).

If the projects continue successfully, they could 1) help to integrate services, 2) develop a decentralized monitoring of children, 3) keep some children out of institutions, 4) diminish the number of children who are misdiagnosed as mentally retarded or have emotional and socialization deficiencies, and 5) educate people about the importance of the family, which will impact other social services like education, law, health care, and social welfare.

E STUDIES AND COORDINATION

Studies conducted under the grant are providing documentation and analysis for social policy development and to support national planning and advocacy for children. A series of studies funded under the previous grant culminated in a comprehensive analysis of the situation of women and children in Romania, which has provided a basis for the assessment of current needs and programmes. A National Plan of Action (NPA) for children was prepared under the aegis of the NCPC and adopted in October 1995 by the Council of Ministries.

A study on "Monitoring the Convention of the Rights of the Child" has developed the framework for a set of indicators which could be used by the GOR and different NGOs. As a result of the study, a working group under the NCPC was established to assist in monitoring the Convention's implementation in Romania, thus drawing the attention of policy makers to it.

A study to assess data collection and statistical methodology and analysis for social policy development was conducted. It led to a national workshop on social statistics with a view to improving collection, analysis and dissemination of information. A publication on social statistics in Romania was supported. It will be updated annually. Publication of the first Romanian Human Development Report, coordinated by the Council of Reform and assisted by UNDP and UNICEF, reflects the strengthened information systems and is a useful tool for national and local planning. This is the first report presenting decentralized statistics from the county level.

The extensive documentation of the programme (described on page 20) is also aimed at sharing information between government agencies, NGOs and donors. Selected trip reports, evaluations and planning documents are widely distributed in both English and Romanian.

Cost-Benefit of Child Protection Systems in Romania Study

This study, which is nearing finalisation with results expected to be released this year, is the collaborative effort of UNICEF, USAID-Romania, the NCPC, and USAID-funded NGOs. It aims to document the relative costs of finding alternatives to institutionalisation for children who are abandoned or with special needs. It hypothesizes that the cost benefits of alternatives over a child's lifetime are great and, quite apart from the benefits for the child, merit policies and practices favoring such alternatives. Because costing studies are completely new in the country and budgetary allocations are made in a very complex fashion, the study is encountering many methodological problems. For example, salaries of personnel come from one budget allocation, while benefits, which constitute about one third of salaries, come under a different budget and are usually not considered in cost calculations of children in institutions. Institutions are financed from a complex mixture of local and central funds. The sensitivity of questions related to institutionalisation is further complicating the ability to get reliable data. However, the study does appear to indicate that considerable savings can be gained over a child's life.

Recommendation

The evaluation team recommends the dissemination of the study results in order to facilitate wider impact and application

Romanian Information Clearinghouse (RICH)

After the collapse of the Ceausescu regime, the influx into Romania of humanitarian assistance for children from hundreds of governmental and non-governmental organizations led to considerable confusion, duplication of effort, and inequitable distribution of supplies. To respond to these problems, UNICEF, through the USAID grant, assisted the Romanian Ministry of Health to develop the Romanian Information Clearinghouse (RICH). It enabled NGOs to obtain relevant information regarding needs, promoted cooperation among them, and assisted authorities to keep track of and coordinate NGO activities.

A computerised database of NGOs was established, a bi-monthly newsletter in English, French and Romanian was produced and distributed to all NGOs and to the government, and inventories of resource materials were made available. Fora were created where organizations could meet and learn about one another's activities.

Although the Clearinghouse was regarded by both the GOR and the NGOs as providing a much needed service and the European Union through its PHARE programme also provided some financing, the Clearinghouse has, since 1993, been diverted from fulfilling its functions. The staff and equipment are used by the Commission for the Coordination and Support of Humanitarian Activities for administrative tasks, such as providing import clearances for humanitarian supplies. These tasks are clearly necessary for the effective and efficient use of humanitarian assistance. However, as a result, RICH no longer functions to coordinate and promote exchanges among the NGOs. A 1994 review and assessment of the Clearinghouse recommended steps that would lead to a return to its original functions.

The evaluation team confirmed that the Clearinghouse staff and equipment continue to be used for administrative functions rather than as an information coordination center. Discussions with the Ministry of Health authorities and staff indicated that the Ministry of Health wished to continue in this manner. No funds have been provided to this project since 1994.

Recommendation

In light of the fact that the Information Clearinghouse function is no longer being carried out and the redirected mandate given to the staff by the Ministry of Health, UNICEF should provide no further support to the Clearinghouse. Plans are underway by the PHARE programme to provide some of the functions previously carried out by RICH.

CHAPTER 6 - PROJECT FUNDING AND MANAGEMENT

The amount of the USAID grant, \$1,086 300, falls under the Standard Provisions for Grants to Public International Organizations, since AID is not the sole contributor to the grant programme. Additional funding of \$5 million (\$1 million per year) was provided for related project components from separate AID grants, other bilateral agreements, and various UNICEF National Committees. The period of the grant was from April 1, 1993 through March 31, 1995, extended to September 30, 1996. Two progress reports were submitted to AID: December 1993 and June 1995. Project funds were divided into two thematic areas to better reflect UNICEF accounting requirements and Country Programme priorities. Approximately two-thirds of the AID funds were allocated for activities related to Family Education and one-third to Children with Special Needs. In February 1996, UNICEF requested a six-month, no-cost extension of the FY93 Grant Agreement.

Accounting systems and reporting requirements are based on the requirements of UNICEF Headquarters. The project has been managed at field level through a global computerized monitoring system. The project has been well-documented and periodically reviewed. A project and financial report were submitted to AID and USAID/Romania in June 1995, based on expenditures through December 1994, which indicated that almost two-thirds of the budget remained unspent at that time because not all elements of the project nor all project sites began activities at the same time. Two requests for no-cost extensions (23 March 1995 and 16 February 1996) were granted by USAID. The request for no-cost extension in February 1996 indicates an unexpended balance of about 10% of the total original budget.

Summary of Grant Utilization Percentages *

1 Young Child Development	32.7
2 Social Work Training	15.1
3 Integration of handicapped	4.6
4 Children at Risk	20.7
5 Coordination and studies	9.0
6 Programme Support	17.9
TOTAL	100.0

* Figures based on commitment estimates not on expenditures according to financial information available at the field office and subject to adjustments by UNICEF NYHQ

Detailed analysis of the financial breakdown was not made during the final evaluation. However, it was noted that a smaller amount was expended in the component for the Integration of Handicapped Children than had been committed and more funds than planned were expended in the Children at Risk. But it must be noted that there appears to be a relative balance of allocations between training, material support, technical support, and materials production. In the light of needs identified, this balance seemed to be reasonable and consistent with programme requirements.

Project Staffing

Two full-time project officers, based in Bucharest, work with government staff under the supervision of the UNICEF Representative and Senior Programme Officer. They are assisted with administrative back-up from other UNICEF staff members. These staff are responsible for project sites throughout the country and oversee five major programme components.

UNICEF has engaged the services of consultants to the benefit of the programme. Additional consultants are used as required to provide specialised technical assistance. In the project for Strengthening Services for Families and Children at Risk, technical assistance is provided by three part-time ex-patriate consultants, two of whom travel regularly to Romania and one who lives in Bucharest. All three have extensive experience working with children, families, institutions and agencies who are responsible for providing services. These consultants provide planning and evaluation services to UNICEF project officers, training and project development assistance to project partners and participating agencies, and make regular site visits. Training for trainers is now being provided by Opportunity Associates, a Romanian NGO. In the project for Early Childhood Development, a consultant has made regular visits to Romania to assist in the design and supervision of the programme. Repeated visits by a consultant from the University of East Anglia assisted with the social work programme. Likewise, another consultant provided regular assistance to the programme for integration of the handicapped.

In the case of the project for strengthening key services, project managers have been selected for each project site. The individuals chosen add new responsibilities to their already full-time activities. The project managers interviewed did not always clearly understand what was expected of them nor the activities for which they were responsible. There was a lack of clarity among other project participants and partners regarding these project management roles and responsibilities.

In the cases of the Integration of Handicapped Children and Early Childhood Education, programme and social worker training, management responsibility has been placed with individuals in the MOE. These projects are headed by government or university officials with great commitment, energy, enthusiasm and skill. Components which are receiving such government attention and commitment appear to be having greater impact than those without such government support.

Recommendations

- Given the tremendous diversity and geographical scope of the projects, there is a need for additional resources to complement those already in place. Other NGOs and government support need to be enlisted. Improved communication among UNICEF staff, between this and other UNICEF programmes, and among consultants, project participants and project partners is required.
- In light of the impact and continued need for the integration of handicapped children, consideration should be given to increasing the allocation to this component in the future.
- Government commitment should be sought to all programme components to ensure impact and sustainability of the effort.

ANNEX

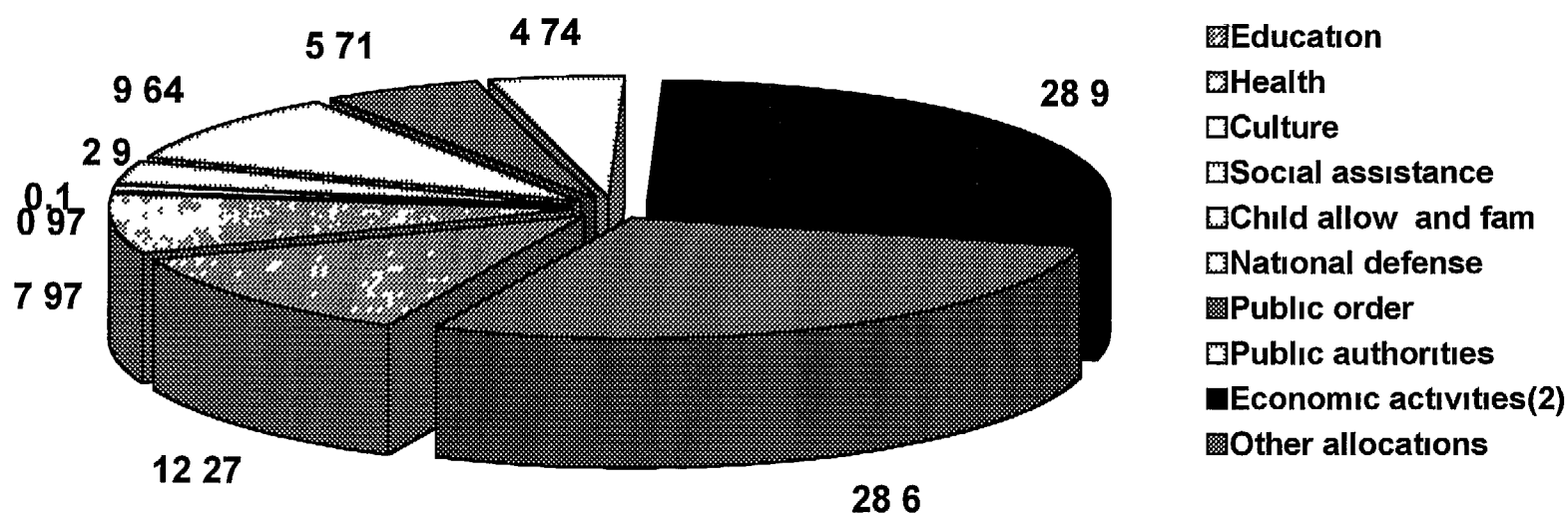
- A Graphs and Statistics
- B Itinerary
- C Map
- D People Interviewed
- E Bibliography
- F Materials prepared by project (covers)
- H UNICEF Country Programme 1995-99 Graph and p 28-29
- I Final budget figures

J Acronyms

AID	Agency for International Development
BSW	Bachelors in Social Work
CPM	Commissions for the Protection of Minors
CRA	Romanian National Committee on Adoption
EU	European Union
GDP	Gross Domestic Product
GOR	Government of Romania
MOE	Ministry of Education
MOH	Ministry of Health
MOLSP	Ministry of Labor and Social Protection
NCPC	Romanian Committee for Child Protection
NGO	Non-governmental Organisation
NPA	National Plan of Action
PHARE	
PETAS	
PVO	Private Voluntary Organisation
RENINCO	National Network for Information and Cooperation Concerning Integration of Handicapped Children
RICH	Romanian Information Clearinghouse
TA	Tutelary Authority
TEMPUS	Programme for Cooperation between Romanian and West European Universities
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Social and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WHO	World Health Organisation

ANNEX A - GRAPHS & STATISTICS

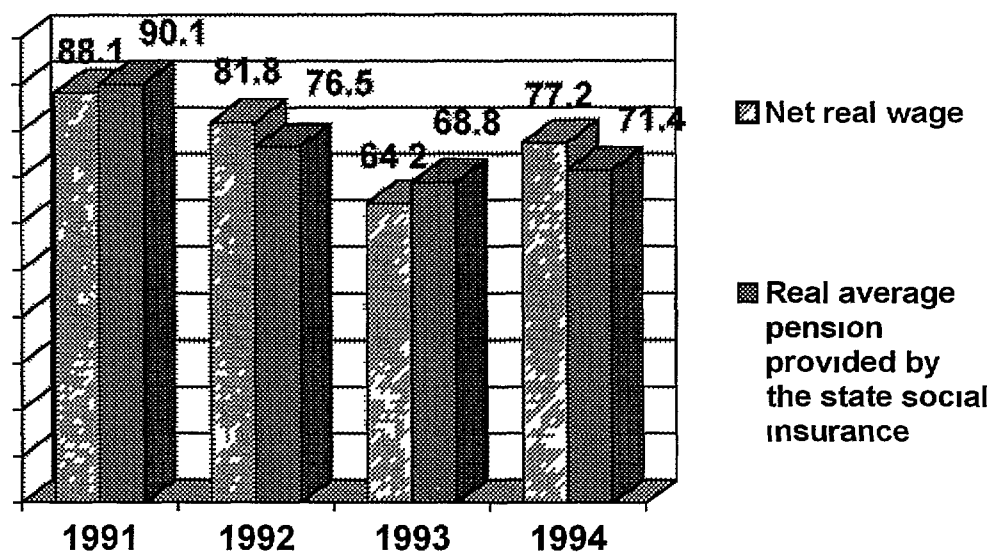
1995 National Budget Allocations



Source: Regional Monitoring Report #3

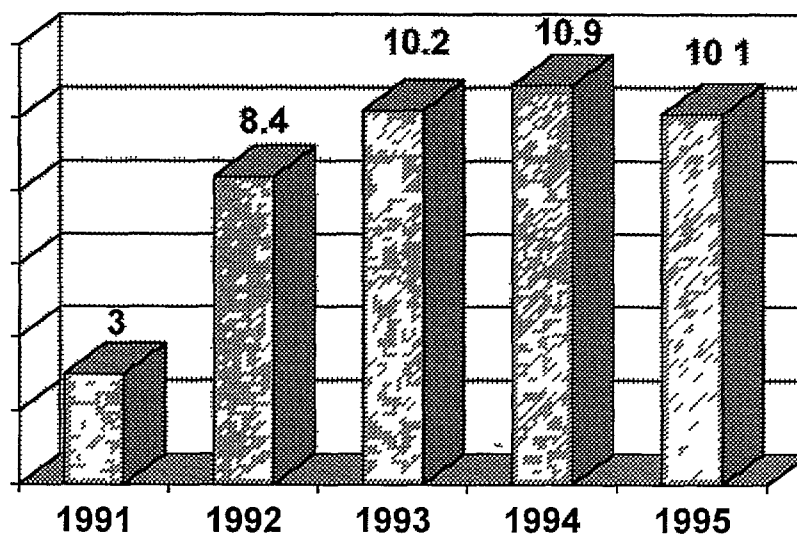
COUNTRY SITUATION

1 Decline in real wages



Source: Human Development Report 1995

2 Unemployment rate (%)

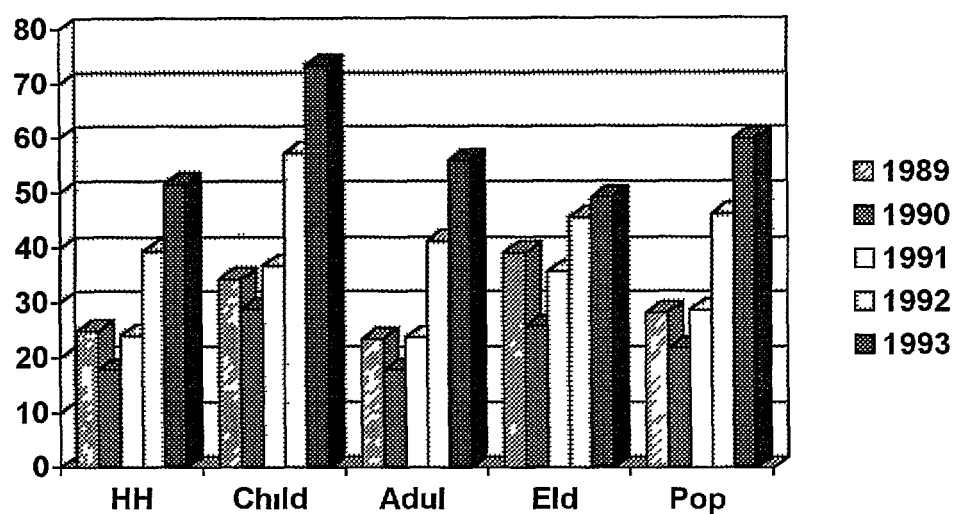


Source: combined Regional Monitoring Report #3, NCS

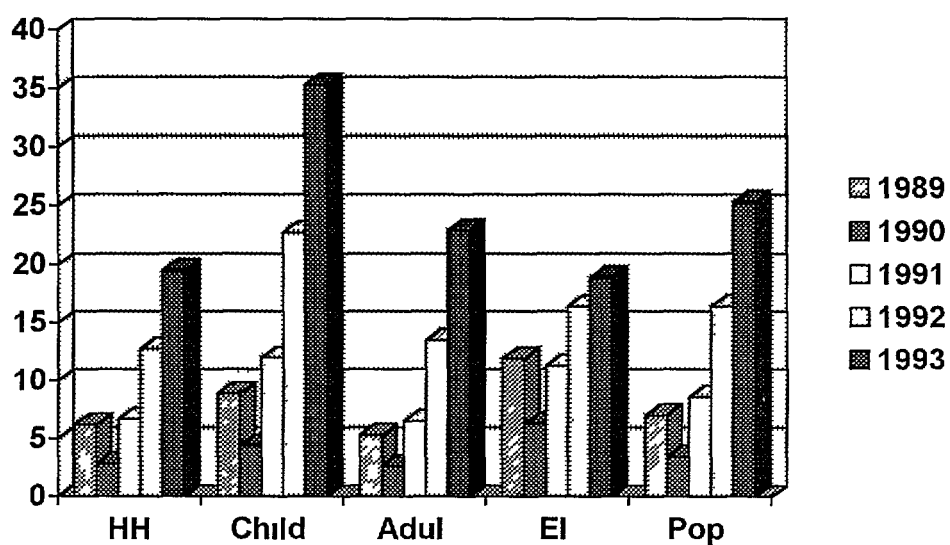
COUNTRY SITUATION

3. Poverty and low income

Low income



Poverty

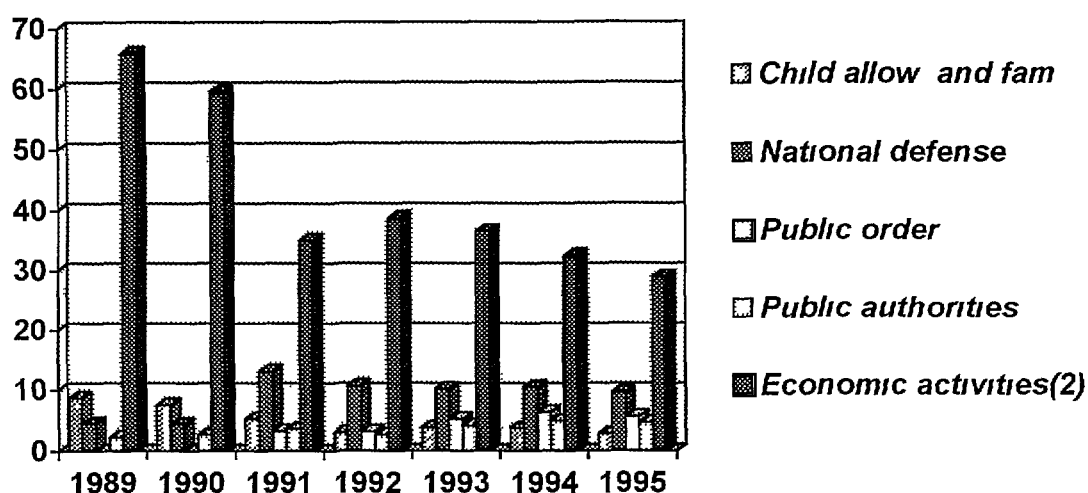
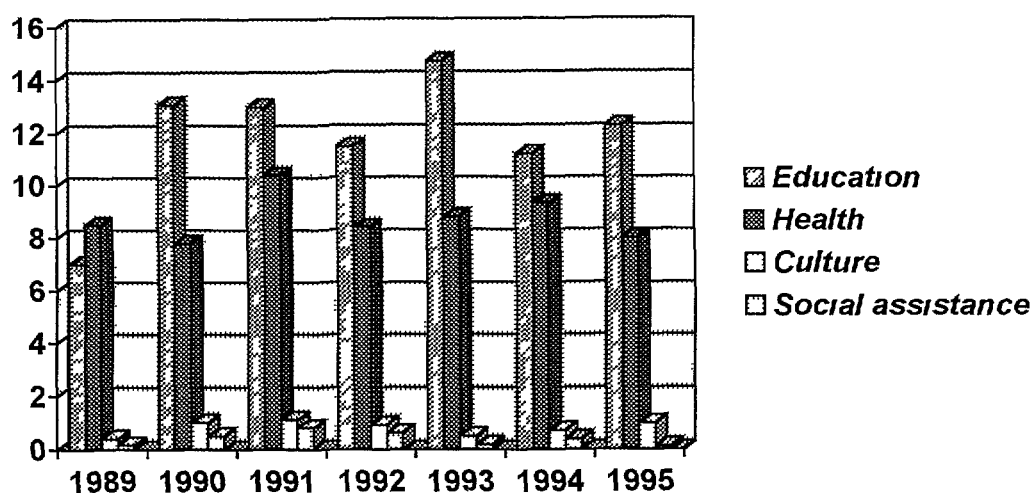


Source: Regional Monitoring Report #3

COUNTRY SITUATION

4. Increase of number of children in institutions

5. National budget allocations



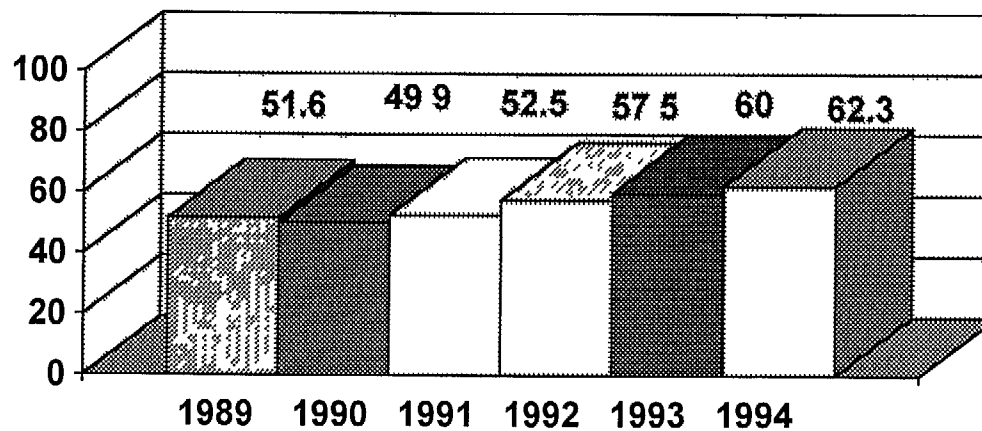
Source: Law #22 on the State Budget and Subsequent modifications

6 Primary School enrollment increase

<i>1993 - 1994</i>	<i>1994 - 1995</i>
<i>93.5%</i>	<i>99.4%</i>

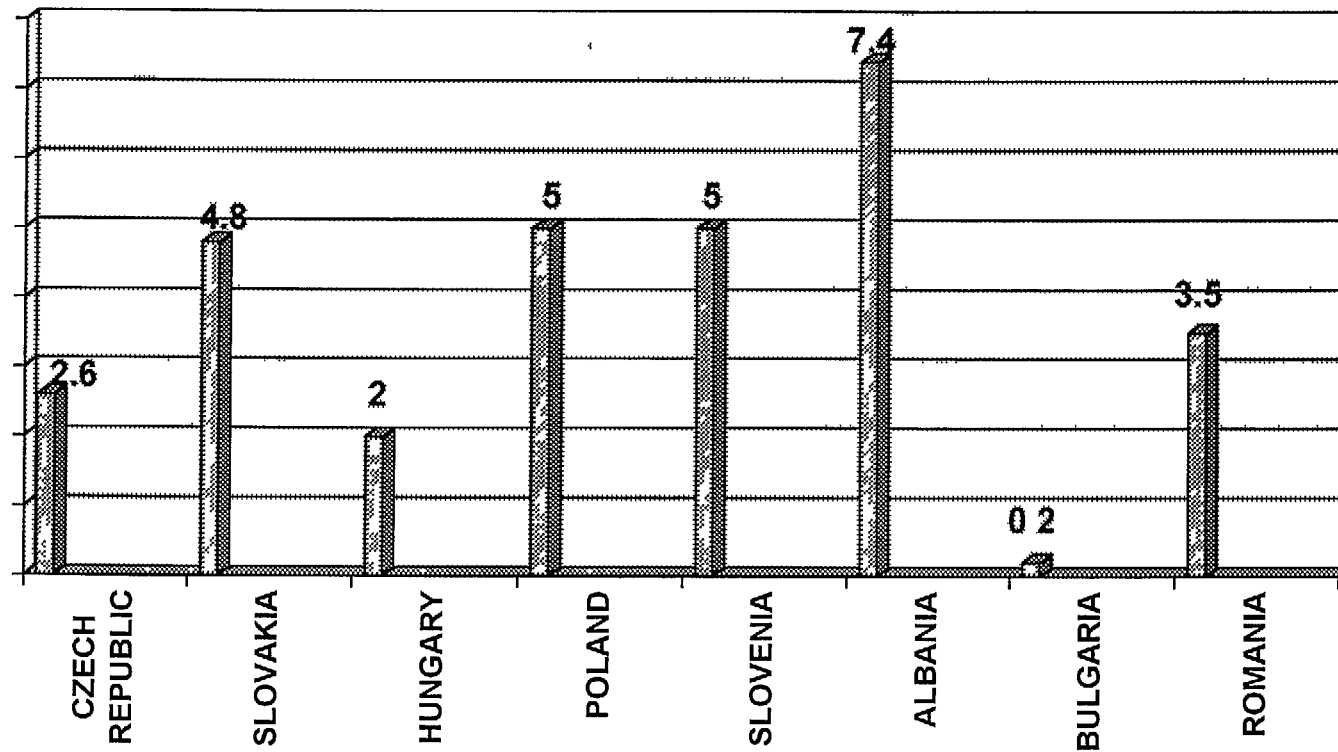
FOOD SHARE IN ROMANIA

(% of consumption expenditures spent on food)



Source: Regional Monitoring Report #3

1994 GDP GROWTH RATES (%)



Source: Regional Monitoring Report #3

ANNEX B - ITINERARY

EVALUATION MISSION - USAID GRANT

DRAFT 21 05 1996

		S Kessler/E Paun/S Fumarel	W Booth/A Munteanu/S Pasti	Remarks
M	19 Sunday	Arrival to Bucharest		HOTEL
A	20 Monday	Bucharest - 9 00 - 12 30 - UNICEF Office -Work on multidonor sector review - the two teams 14 00 - 17 00 - UNICEF - Discussions on SOW with donors - + USAID, PHARE, EU, CNPC, WB		with Padmini
Y	21 Tuesday	Bucharest - 9 00 13 00 - UNICEF Office - drafting outlines of project roposal 14 00- USAID Office - R.Hough the two teams 16 00 -EU - Meeting with Karen Fogg		with Padmini
	22 Wednesday	Bucharest- 7 30-Hotel Bucuresti - meet Art Flanagan-Peace Corps - S Fumarel, A Munteanu, W Booth - 10 00-12 00- Ministry Education-R.Pop-Secr State- at MOE - 14 00-16 00 -CNPC - Ecaterina Laudatu, Gabi Coman - at CNPC - 16 30 - meeting with Ann Arthur the two teams		
	23 Thursday	Bucharest - 9 00 - 16 00 - Parent Education + translator - need car	Bucharest - University - Social Work + translator - need car 13 45 - 15 00 - Elena Zamfir - at University 17 00 - T Vrasmas, Musu	
	24 Friday	Bucharest - 10 00-12 00 - CRA - Daniela Bartos - Secr State, Bianca Mihai (S Kessler, S Czaplicki) - 13 00-14 30 - RICH - at MOH - Gheorghe Litinschi, Dir (S Kessler) + translator - need car	Bucharest - 8 30 - 18 00 - Sector 6- Strengthening services + translator - need car	R. Vitillo will be available for interviews/discussions
	25 Saturday	Bucharest - Free	Bucharest - Free	Vitillo-dinner
	26 Sunday	Bucharest - Free	Bucharest - Free	

M A Y	27 Monday	7 30 - Trip to Alexandria - ECD S Fumarel, S Kessler, R. Sovai, A Munteanu, M Costea + translator , + car	7 00 - Trip to Timisoara - Social work - flight S Pasti, W Booth, E Paun + translator - E Paun - flight to Bucharest - - hotel in Timisoara	
M A Y	28 Tuesday	8 00 - Trip to Ploiesti - ECD S Fumarel, S Kessler, E Paun, R. Sovar + translator, + car 17 00 - departure to Medias - hotel in Medias	- 7 00 - Ana Munteanu - flight to Timisoara 9 30 - 18 00 - Strengthening of services S Pasti, W Booth, A Munteanu, translator - hotel in Timisoara	
M A Y	29 Wednesday	9 00 hrs - Medias - ECD S Fumarel, S Kessler, E Paun, R Sovar, + translator, + car 17 00 - departure to Tirgu Mures - hotel in Tirgu Mures	- 8 30 - 16 30 -Timisoara - Integration of disabled S Pasti, W Booth, A Munteanu, translator 17 30 - departure to Cluj by car (car offered by Timisoara) - hotel in Cluj	
M A Y	30 Thursday	9 00 hrs - Tirgu Mures - ECD S Fumarel, S Kessler, E Paun, R Sovar + translator , + car 17 00 - departure to Cluj - hotel in Cluj	S Pasti, W Booth, A Munteanu, translator Cluj - Social Work - hotel in Cluj	
M A Y	31 Friday	8 30 - 17 30 S Fumarel, S Kessler, E Paun, R Sovar + translator, + car Cluj - Integration of disabled - hotel in Cluj	8 30 - 17 00 S Pasti, W Booth, A Munteanu, translator Cluj- Strengthening of services 18 30 - flight back to Bucharest	
J U	01 Saturday	Trip back to Bucharest - by car	Free in Bucharest	

N E	02 Sunday	Free in Bucharest	Free in Bucharest	
J	03 Monday	<p>- 7 10 - Trip to Iasi by plane S Fumarel, S Kessler, E Paun, R. Sovai, translator</p> <p>9 00 - 17 00 hrs Iasi- Social Work</p> <p>18 30 - flight back to Bucharest</p>	<p>- 7 10 - Trip to Iasi by plane S Pasti, W Booth, A Munteanu, translator</p> <p>8 30 - 18 00 Iasi - Strengthening of services 18 30 - flight back to Bucharest</p>	
U	04 Tuesday	<p>11 30 - MINISTRY OF HEALTH - Secretary of State Dan Georgescu</p> <p>14 00 hrs - Bucharest - ECD video production - CASTEL FILM S Fumarel, S Kessler, E Paun, R. Sovar, translator + car</p>	<p>11 30 - MINISTRY OF HEALTH - Secretary of State Dan Georgescu</p> <p>12 00 hrs - Bucharest -sector 5 S Pasti, W Booth, A Munteanu, translator+ car Strengthening of services</p>	
N	05 Wednesday	<p>16 30- UNICEF Office - Meeting with Michael Castlen - cost benefit - the two teams</p>		
E	06 Thursday	<p>Bucharest - UNICEF Office 9 00 - Team meeting 12 00 - Interview on phone with P Daunt 14 30 - Debriefing - the two teams</p>		
E	06 Thursday	<p>9 00 - 12 00 hrs - Bucharest - UNICEF Office -Analysis of field trips results, discussions</p> <p>14 00 hrs - Bucharest - USAID Office debriefing/consultants presentation/discussions - R Hough, Rodica Furnica, Randal Thompson all teams</p>		
	07 Friday	<p>9 00 - Meeting with D Tobis 10 00 - 12 00 hrs - PEACE CORPS Office -Analysis of field trips results, discussions - final debriefing - + Ministry of Education -R.Pop, CNPC-Cati Laudatu, EU - Camelia Gheorghe, all teams</p>		D Tobis will be available for interviews/discussions
	08 Saturday	Trip to New York - W Booth - at 15 10 hrs, S Kessler at 14 30 (on Sunday)		

ANNEX C - MAP

ROMANIA



ANNEX D - PEOPLE INTERVIEWED

CONTACT LIST FROM VISITS

1	Ms Elena Simai -	Inspector in Ministry of Education
2	Mr Iulian Sarbu	Head of Department for primary, secondary school / MOE
3	Steluta Petrescu	Coordinator for ongoing training programme / MOE
4	Mariana Costea	Inspector in Ministry of Health
5	Gabriela Coman	Government Expert - CNPC
6	Ecaterina Laudatu	Executive Secretary - CNPC
7	Traian Vrasmas	Inspector MOE
8	Rodica Sovar	Inspector MOE
9	Romulus Pop	Secretary of State MOE
10	Musu Ionel	UNICEF Consultant for Project Integration of Disabled Children into Community
11	Elena Vaduva	Inspector Tutelary Authority - Sector 6
12	Gheorghe Floricica	Head of Tutelary Authority Sector 6
13	Ioana Constantiu	Inspector Tutelary Authority - Sector 6
14	Viorel Prelici	Head of Social Work School Timisoara University
15	Alexiu Mircea	Teacher - Social Work School Timisoara University
16	Valentina Baciu	Teacher - Social Work School Timisoara University
17	Goaga Eugen	Teacher - Social Work School Timisoara University
18	Viorel Nedestean	President of the Commission for Protection of Minors Timis County
19	Balint Nicolae	Inspector Department for Labour and Social Protection / Timis County
20	Ionel Unguras	Inspector School Inspectorate Timis County
21	Ivan Dorina	Head of Social Service Department Timis County Council
22	Pilos Soty	Head of the County Department for Handicapped Persons
23	Aurelia Safer	Head of the Special School #1 Timisoara
24	Aurica Dumitrescu	Head of the Leagan in Timisoara
25	Tiberiu Goja	Head Casa de Copii Periam
26	Iosif Golescu	Head Casa de Copii Recas
27	Rodica Popescu	Teacher Casa de Copii Timisoara
28	Ioan Herbei	Head Casa de Copii Timisoara
29	Alecu Zimnicea	Social Worker Casa de Copii Periam
30	Irma Ionescu	Social Worker Casa de Copii Timisoara
31	Nicoleta Topazu	Teacher School #18 Timisoara
32	Angela Iosif	Teacher School #25 Timisoara
33	Angela Dabu	Head Special School #2 Timisoara
34	Maria Parvu	Psychologue School #18 Timisoara
35	Gheorghina Boici	Head Centrul Speranta Resita
36	Adrian Pintea	Head Therapeutic Center Arad
37	Monica Antoci	President of NGO for Handicapped Persons
38	Anne Arthur	UNICEF Consultant for Project "Area Based Integrated Services
39	Robert Vitillo	UNICEF Consultant
40	David Tobis	UNICEF Consultant

41	Marnuca Pop	Head of the Commission for Protection of Minors Cluj County
42	Georghe Varduca	Social Worker Cluj County
43	Lucica dutu	Head of Tutelary Authority County Council Cluj
44	Dan Stegarou	Teacher - Social Work School Cluj University
45	Livia Popescu	Head Social Work School Cluj University
46	Maria Pincas	Head of Department for Labour and Social Protection County Council Cluj
47	Maria Roth	Lecturer Social Work School Cluj - University
48	Elena Loghin	Head Tutelary Authority Local Council Iasi
49	Ana Maria Ababei	Social worker - Local Council Iasi
50	Preda Viorica	Specialty Inspector - Kindergarten No 111 Bucharest
51	Heapu Aurora	Director - idem
52	Istrate Angela	Teacher - Normal School
53	Fulga Elena	Director - kindergarten I L L
54	Grupegea Adriana	Director - kindergarten No 197
55	Nuca Elena	Educator - idem
56	Sibianu Domnica	Educator - idem
57	Rosu Carmen	Educator - idem
58	Nica Victoria	Educator - idem
59	Bogdan Florica	Educator - idem
60	Nicolae M Nicolae	General Inspector
61	Dumitru Dumitru	Coordonator Inspector - Sector 6
64	Salceanu Leontina	Director - Kindergarten No 57 Bucharest
65	Jubu Adela	Educator - idem
66	Iorga Rodica	Educator - idem
67	Arsenou Cristina	Educator - idem
68	Balca Steluta	Educator - idem
69	Ion Gina	Educator - idem
70	Lita Gela	Educator - idem
71	Popescu Elena	parent
72	Neagu Aura	Director - Kindergarten No 111 Bucharest
73	Ciupapea Adriana	Director - kindergarten No 19
74	Nuca Elena	Educator - idem
75	Sibdanu Domnica	Educator - idem
76	Rosu Carmen	Educator - idem
77	Nica Lidia	Educator - idem
78	Bogdan Florica	Educator - idem
79	Tisu Iuliana	
80	Dobrescu Maria	
81	Buscan Florica	
82	Vedrea Otilia	
83	Gushui Georgeta	
84	Birleanu Alexandra	
85	Tica Maria	
86	Voicu Florica	
87	Ulmeanu Niculina	
88	Sisu Mihaela	
89	Vaetus Ioana	
90	Catana Paula	

91	Gitlan Dumitru	
92	Virici Aurelia	Director of kindergarten No 6
93	Matache Elena	
94	Epure Florica	
95	Mateiuc Mihai	General Deputy Inspector
96	Iftimia Avram	Preschool Inspector - Kindergarten with long program - No 4 Tg Mures
97	Iulia Covacs	Preschool Inspector
98	Rodica Botos	Chef Assistant
99	Iosif Todea	Teacher - normal school
100	Lavinia Birlogeanu	
101	Zita Valgescu	
102	Gabriela Grigor	Director
103	Voichita Covrig	
104	Rodica Caliman	
105	Elena Matean	
106	Laura Matei	
107	Doma Horvat	
108	Cornelia Andrau	
109	Maria Boca	
110	Florina Cernea	
111	Gabriela Ilea	
112	Maria Maris	
113	Maria Secan	
114	Maria Pop	
115	Elisabeta Baciu	
116	Ioana Precup	
117	Suzana Oprea	
118	Mihaela Dulau	
119	Marina doboczi	
120	Iolanda Dan	
121	Eva Nagy	
122	Rosi Nylasan	
123	Agneta Elekes	
124	Enika Kentelki	
125	Kis Enik	
126	Nachila Petre	General inspector
127	Calm Valeria	Specialty Inspector
128	Manolache Adriana	Specialty Inspector
129	Butunoi Elena	Director - Kindergarten No 40 Ploiesti
130	Nachila Virginia	Director - school No 31
131	Pana Elena	parent
132	Vasiliu Elena	parent
133	Petre Victoria	Educator
134	Dragan Victoria	Educator
135	Bucur Doma	Educator
136	Burciu Georgeta	Educator
137	Ilie Aurelia	Educator
138	Bobu Georgeta	Educator
139	Toma Adriana	Educator

140 Nicolae Constanta	Educator
141 Otelea Maria	Educator
142 Dobre Viorica	Nurse
143 Gricu Victoria	Nurse
144 Gheorghiu Constanta	Director - Kindertgarten with long program No 2 Gura Humorului
145 Craciun Cornelia	Educator - idem
146 Popa Maria	Educator - idem
147 Filip Adriana	Educator - idem
148 Manea Sorma	Educator - idem
149 Lupu Camelia	Educator - idem
150 Farkas Florea	Director - Kindergarten with normal program Fintinele
151 Naghy Emilia	Educator
152 Szasz Suzana	Educator
153 Purdea Leontina	Director School No 4 Cluj Napoca
154 Preda Rodica	Physiologist Special Kindergarten No 35
155 Bora Rodica	Director Special Kindergarten No 35
156 Fetea Maria	Speech Teacher Special Kindergarten No 35
157 Vatea Rodica	Psychomotor Specialist
158 Rodica Bica	Specialty Inspector I S J C
159 Ioana Boca	Social Assistant Scoala Ajutatoare No 1
160 Ionescu Diana	Defect Speech Teacher at Scoala Ajutatoare No 1
161 Opronu Rodica	Defect Speech Teacher deaf School No 1 Cluj Napoca
162 Chichernea Cecilia	Defect Speech Teacher deaf School No 1 Cluj Napoca
163 Nitu Simona	Pediatric Doctor, ISTH Cluj Napoca
164 Ioana Boca	Scoala Ajutatoare No 2
165 Doma Tudorica	President APAHM - Cluj Napoca - ONG
166 Gega Eugen	Director, School No 10
167 Gaje Dumitru	School No 12 Cluj Napoca
168 Bodola Ludovic	Industrial machine buildings high school "Tehnofirg"
169 Barbos Emilia	Teacher special class - General School No 11 Manastur
170 Miron Ionescu	University Babes Bolya
171 Muresan Dan	Director
172 Bogdanescu Ioana	Director kindergarten No 71
173 Bora Furnica	Director Gradinita Ajutatoare
174 Vatca Rodica	Psychomotor
175 Fetea Mioara	Speech Teacher
176 Cismasu L	Director / programme coordinator

ANNEX E - BIBLIOGRAPHY

1 General interest and Coordination and Studies project component

- Funding Proposal submitted to the United States Agency for International Development "UNICEF and the Children in Romania" - April 1993, 14 pages
- First Donor Report for USAID by UNICEF Romania
- Second Donor Report for USAID by UNICEF Romania
- GRANT Agreement
- Review and assessment of the Romanian information clearing house - Preliminary Report, March 1994, by Lewis Purser - 22 pages

2 Young Child Development project component

- Trip Report by Stanislaw Czaplinski

3 Social Work project component

(have no specific documents, please refer to general interest reports)

4 Integration of Handicapped

- Review and evaluation mission of Integration of Disabled Children Into Community Projects in Cluj and Timisoara, 44 pages - by Harry Daniels, Michaela Ianas, Dan Popovici, Bucharest, June 1995
- Integration in Community - RENINCO newsletter

5 Children at Risk

- Monitoring Report, February-September 1995, "Project to Strengthen Services to Children and Families in Especially Difficult Circumstances", by David Tobis and Robert Vitillo, January 1996
- Draft Report phase I training "Strengthening Services for Children and Families in Especially Difficult Circumstances"

6 Early Childhood Development

- Concept Paper - Patricia Herman, Cooperative Educational Service Agency, Portage Wisconsin
- Fields visits reports - Steliana Fumarel, Stanislaw Czaplinski - UNICEF, Rodica Sovar - Ministry of Education, Adina Vrajmas - University of Bucharest, Lucia Pietraru - National Center for Health Promotion and Education, Mariana Costea - Ministry of Health
- Notes for the record on workshops and seminars - Steliana Fumarel
- Guide for preschool educators on ECD methodology

7 Social Work

- Project proposals - University of East Anglia Norwich, UK Martin Davis, Clive Sellick
- Field visits reports - Steliana Fumarel, Stanislaw Czaplinski - UNICEF
- Notes for the record on Social Work courses - Steliana Fumarel

ANNEX F - MATERIALS PREPARED BY PROJECT (COVERS)

MINISTERUL ÎNVĂȚĂMANTULUI

MINISTERUL SĂNĂTĂȚII

EDUCAȚIA TIMPURIE A COPIILOR
ÎN VÂRSTĂ DE 0-7 ANI

unicef

1995

18

**ADOPTIE
ȘI PLASAMENT
FAMILIAL**

Cum și de ce?



PRACTICA ASISTENȚEI SOCIALE



SEPARAREA, DIVORȚUL ȘI FAMILIA



ASISTENȚA SOCIALĂ

Mary Marshall

ASISTENȚA SOCIALĂ PENTRU BĂTRÂNI



ABUZUL ASUPRA COPILULUI



ASISTENȚA SOCIALĂ

Alan Butler Collin Pritchard

BOULLE MINÉRALE



**ANTIRASISMUL:
O PROVOCARE
PENTRU
EDUCATORII ALBI**



ASISTENȚA SOCIALĂ

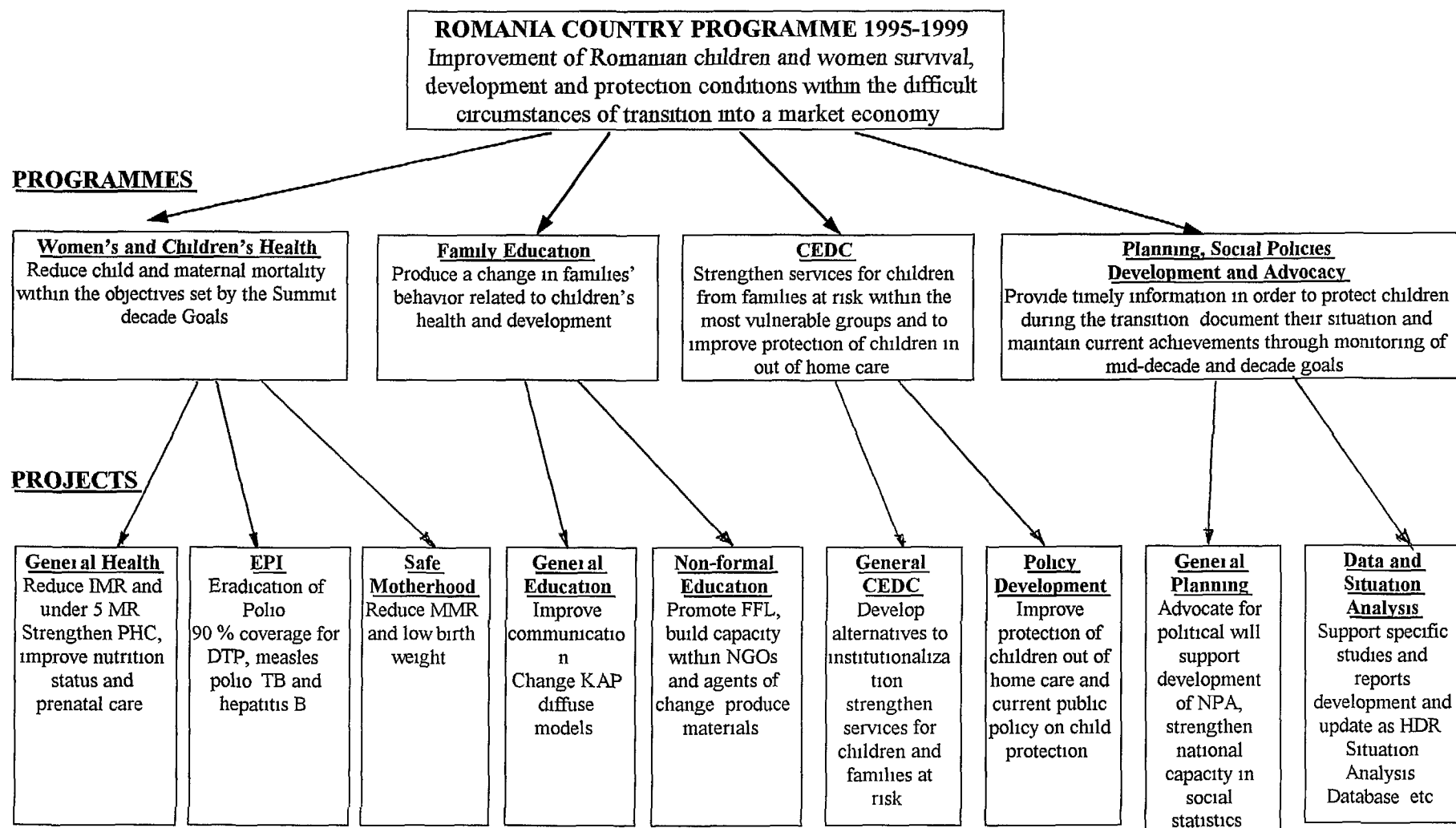
Collin Pritchard

**MENTINEREA
MORALULUI
PRIN DEZVOLTAREA
ȘI PREGĂTIREA
PERSONALULUI**



ANNEX H - UNICEF CP 1995-1999

ROMANIA COUNTRY PROGRAMME STRUCTURE



COUNTRY PROGRAMME STRATEGIES

National Strategies

- 1. Education for Empowerment using Facts for Life**
- 2. Capacity Building for Strategic Planning and Management**
- 3. Partnership for Women, Children, Youth and Families**
- 4. Strengthening the building of a civil society**
- 5. Preserving equity and targeting the most needed**
- 6. Models of excellence**

Sectoral Strategies

- 1. Inter-agency co-operation and coordination*
- 2. Training for capacity building and sustainability*
- 3. Advocacy, Public Information and Social Mobilization*
- 4. Health Education*
- 5. Experience sharing with special emphasis on in-country experience*
- 6. Targeting most vulnerable and most needed groups and areas*
- 7. Promotion of safe health policies and practices*
- 8. NGOs strengthening and capacity building*
- 9. Studies and research*
- 10. Focus on agents of change, NGOs, women and youth*
- 11. Integrated approach to family education*
- 12. Area based integrated services for child protection*

ANNEX I - BUDGET AND UTILIZATION SUMMARY

Summary of Grant Utilization*

	1993	1994	1995	1996	TOTAL	%	Grand Budget estimates	%
1 Young Child Development	34,316	140,135	105,524	73,815	353,790	32.6	355,000	32.7
2 Social Work Training	15,152	51,033	48,275	49,777	164,237	15.1	162,000	14.9
3 Integration of handicapped	5,003	25,488	19,956	-	50,447	4.6	108,000	10.0
4 Children at Risk	56,189	114,677	53,338	802	225,006	20.7	158,000	14.5
5 Coordination and studies	37,188	16,741	-	43,400	97,329	8.9	100,000	9.2
6 Programme Support	31,528	215,104	-112,636	-	133,996+61,489**	17.9	203,300	18.7
TOTAL	179,376	563,178	114,457	167,794	1,086,294	100	1,086,300	100

* This is official utilization report. Figures are based on commitment estimates not on expenditures.

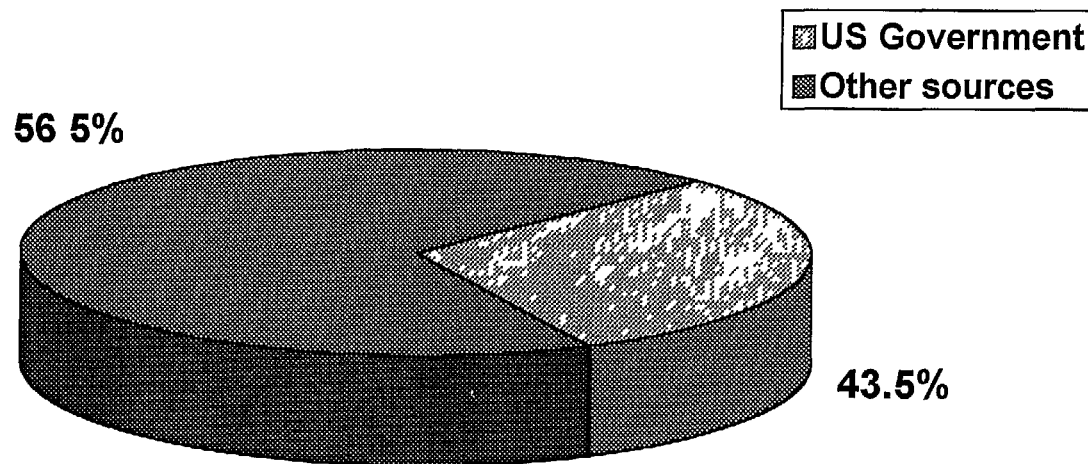
According to financial information available at the field office and subject to adjustments by UNICEF NYHQ.

** Retained by UNICEF NYHQ for Programme Support.

ab

UNICEF ROMANIA COUNTRY PROGRAMME

*Share of US Government funding since inception of UNICEF Programme of Cooperation to Romania
Combined cycles: 1991 - 1996*



USAID Grants for UNICEF Romania

1. 2,000,000 US\$ - 1991

2. 1,086,300 US\$ - 1993:

UNICEF and Children of Romania

3. 1,179,690 US\$ - 1994:

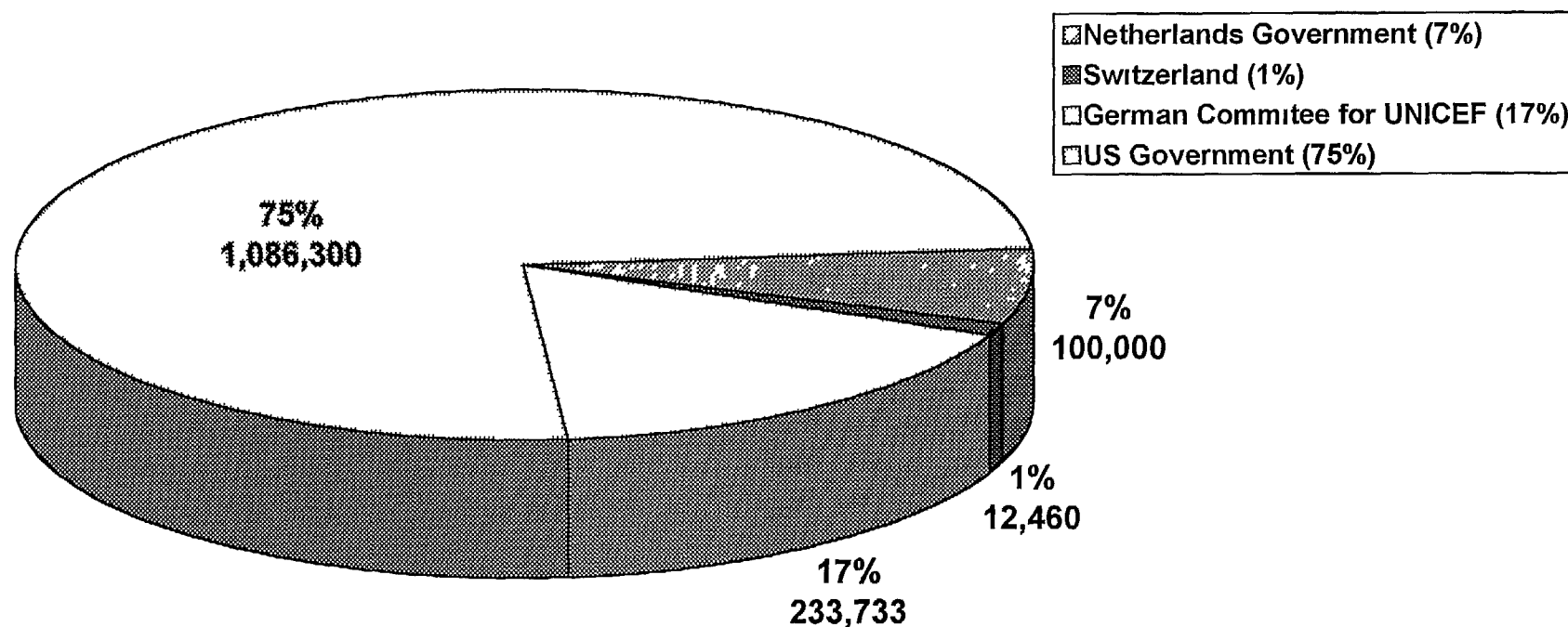
Hepatitis B

4. 774,800 US\$ - 1995:

Selected Project for Children

ROMANIA COUNTRY PROGRAMME: 1993-1994 CYCLE

Budget Allocations per Donor



Total 1993-1994 = USD 1,432,493

Note:

The US\$ 1,086,300 contribution from US Government was by far the most important and determinant for the continuation of the entire Programme of Co-operation of UNICEF to Romania. All other contributions, including the second largest of US\$ 233,733 from German Committee for UNICEF, were not sufficient to support the UNICEF Co-operation to Romania.

ANNEX J - ACRONYMS

AID	Agency for International Development
BSW	Bachelors in Social Work
CPM	Commissions for the Protection of Minors
CRA	Romanian National Committee on Adoption
EU	European Union
GDP	Gross Domestic Product
GOR	Government of Romania
MOE	Ministry of Education
MOH	Ministry of Health
MOLSP	Ministry of Labor and Social Protection
NCPC	Romanian Committee for Child Protection
NGO	Non-governmental Organization
NPA	National Plan of Action
PHARE	Pologne Hongrie Aide Rehabilitation Economique
PETAS	Early Childhood Development Project
PVO	Private Voluntary Organization
RENINCO	National Network for Information and Cooperation Concerning Integration of Handicapped Children
RICH	Romanian Information Clearinghouse
TA	Tutelary Authority
TEMPUS	Programme for Cooperation between Romanian and West European Universities
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Social and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WHO	World Health Organization